

Joint Publication 0-2



Unified Action Armed Forces (UNAAF)



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The enduring theme, “joint warfare is team warfare,” is an attitude based on the foundation of joint doctrine that is universally understood and practiced. This team approach ensures the most effective employment of US forces for joint warfare. If we are to continue to improve the structure of US forces for joint warfare, everyone must be involved. Capstone publications *Joint Warfare of the Armed Forces of the United States* and this publication, *Unified Action Armed Forces (UNAAF)*, provide the foundation for all the joint publications.

Unified Action Armed Forces (UNAAF) provides the basic doctrine and policy governing the unified direction of forces and discusses the functions of the Department of Defense and its major components. This revision represents the evolution in US warfighting guidance since the last edition, serves as the policy document for all command relationships and other authorities directed by law, and clarifies these relationships. This publication also sets forth the concepts, relationships, and processes necessary for unified action of joint, interagency, and multinational operations and specifies fundamental principles and concepts for joint operations.

The nature of modern warfare demands that we fight as a team. Unified action resulting from clear command relationships and unity of effort is crucial to making this possible. Commanders must ensure the widest distribution and application of this and other supporting joint publications in order to enable success in joint force employment.

A handwritten signature in black ink, appearing to read "Henry H. Shelton", with a long horizontal line extending to the right.

HENRY H. SHELTON
Chairman
of the Joint Chiefs of Staff

PREFACE

1. Scope

The principles set forth in this publication will be applied to accomplish congressional intent expressed in the National Security Act of 1947, as amended, in the Department of Defense Reorganization Act of 1958, and in the Goldwater-Nichols Department of Defense Reorganization Act of 1986 (Public Law 99-433). This publication provides basic doctrine and policy for unified action and, together with Joint Publication 1, *Joint Warfare of the Armed Forces of the United States*, serves as the capstone for all US joint doctrine. As such, this publication specifies the authorized command relationships and authority that military commanders can use, provides policy for the exercise of that military authority, provides doctrine and principles for command and control, prescribes guidance for organizing joint forces, and describes policy for selected joint activities.

2. Purpose

This publication has been prepared under the direction of the Chairman of the Joint Chiefs of Staff. It sets forth doctrine to govern the unified and joint activities and performance of the Armed Forces of the United States in unified actions and joint operations and provides the doctrinal basis for US military involvement in multinational and interagency operations. It provides military guidance for the exercise of authority by combatant commanders and other joint force commanders (JFCs) and prescribes doctrine for unified actions and joint operations and training. It provides military guidance for use by the Armed Forces in preparing their appropriate plans. It is not the intent of this

publication to restrict the authority of the JFC from organizing the force and executing the mission in a manner the JFC deems most appropriate to ensure unity of effort in the accomplishment of the overall mission.

3. Application

a. Doctrine and guidance established in this publication apply to the commanders of combatant commands, subunified commands, joint task forces, and subordinate components of these commands. These principles and guidance also may apply when significant forces of one Service are attached to forces of another Service or when significant forces of one Service support forces of another Service.

b. The doctrine and guidance in this publication is authoritative; as such, it will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. If conflicts arise between the contents of this publication and the contents of Service publications, this publication will take precedence for the activities of joint forces unless the Chairman of the Joint Chiefs of Staff, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance. Commanders of forces operating as part of a multinational (alliance or coalition) military command should follow multinational doctrine and procedures ratified by the United States. For doctrine and procedures not ratified by the United States, commanders should follow the multinational command's doctrine and procedures, where applicable and consistent with US laws, regulations, and doctrine.

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EXECUTIVE SUMMARY

COMMANDER'S OVERVIEW

- **Provides Doctrine and Policy Governing Unified Direction of Forces**
- **Covers the Functions of the Department of Defense and Its Major Components**
- **Discusses Doctrine and Policy for Joint Command and Control**
- **Covers Multinational Operations**
- **Provides Doctrine and Policy for Establishing Joint Commands**

Unity of Effort

Unity of effort requires coordination among government departments and agencies within the executive branch, between the executive and legislative branches, with nongovernmental organizations (NGOs), international organizations (IOs), and among nations in any alliance or coalition.

The President is responsible for national strategic unity of effort.

The President of the United States, advised by the National Security Council, is responsible to the American people for national strategic unity of effort.

The Secretary of Defense is responsible for national military unity of effort.

The Secretary of Defense is responsible to the President for national military unity of effort for creating, supporting, and employing military capabilities.

The Chairman transmits missions to combatant commanders.

The Chairman of the Joint Chiefs of Staff functions under the authority, direction, and control of the National Command Authorities (NCA) and transmits communications between the NCA and combatant commanders and oversees activities of combatant commanders as directed by the Secretary of Defense.

Combatant commanders accomplish the mission.

Combatant commanders exercise combatant command (command authority) (COCOM) over assigned forces and are directly responsible to the NCA for the performance of assigned missions and the preparedness of their commands to perform assigned missions.

In a foreign country, the **US Ambassador** is responsible to the President for directing, coordinating, and supervising all US Government (USG) elements in the host nation except those under the command of a combatant commander.

Unified Action

Unified action describes the broad scope of actions taking place within a unified command, subordinate unified command, or joint task force (JTF).

The term “unified action” is a broad generic term referring to the **broad scope of activities** (including the synchronization and/or integration of the activities of governmental and nongovernmental agencies) **taking place within unified commands, subordinate unified commands, or joint task forces (JTFs) under the overall direction of the commanders of those commands.** Within this general category of operations, subordinate commanders of forces conduct either single-Service or joint operations to support the overall operation. Unified action synchronizes and/or integrates joint, single-Service, special, multinational, and supporting operations with the operations of government agencies, NGOs, and IOs to achieve unity of effort in the operational area. Unified action within the military instrument of national power supports the national strategic unity of effort through close coordination with the other instruments of national power.

Unified action starts with unified direction.

Unified direction is normally accomplished by establishing a joint force, assigning a mission or objective to the joint force commander (JFC), establishing command relationships, assigning and/or attaching appropriate forces to the joint force, and empowering the JFC with sufficient authority over the forces to accomplish the assigned mission.

Objectives

Objectives provide focus for military action.

In the abstract sense, an objective is the clearly defined, decisive, and attainable goal toward which every military operation should be directed — the military objective. Objectives are essential to achieve unity of effort. In the concrete sense, an objective may be a **physical object** of the action taken (e.g., a definite terrain feature, the seizure or holding of which is essential to the commander’s plan, or the destruction of an enemy force without regard to terrain features). This is more accurately termed the “physical objective.” Physical objectives must not be confused with military objectives, although occasionally they may overlap. Usually, physical objectives contribute to the attainment of military objectives. Military objectives must contribute to the achievement of national objectives.

Roles, Missions, and Functions

Roles, missions, and functions provide direction and establish responsibility.

Roles are the broad and enduring purposes for which the Services and the United States Special Operations Command (USSOCOM) were established in law. **Missions** are the tasks assigned by the President or Secretary of Defense to the combatant commanders. **Functions** are specific responsibilities assigned by the NCA to enable the Services to fulfill their legally established roles.

Chain of Command

The chain of command runs from the National Command Authorities (NCA) to the combatant commanders for missions and forces assigned to their commands and from the NCA to the Secretaries of the Military Departments for forces not assigned to a combatant commander.

The NCA exercise authority and control of the Armed Forces through **two distinct branches of the chain of command**. One branch runs from the President, through the Secretary of Defense, directly to the commanders of combatant commands for missions and forces assigned to their commands. The other branch, used for purposes other than operational direction of forces assigned to combatant commands, runs from the President, through the Secretary of Defense, to the Secretaries of the Military Departments. The Military Departments, organized separately, operate under the authority, direction, and control of the Secretary of Defense. The Secretaries of the Military Departments exercise authority through their respective Service Chiefs over their forces not assigned to the combatant commanders.

Interagency Coordination

Military operations must be synchronized and/or integrated with those of other agencies of the US Government, as well as with foreign forces, nongovernmental organizations, international organizations, and regional organizations.

Interagency coordination **forges the vital link** between the military and the economic, diplomatic, and informational entities of the USG as well as NGOs and IOs. Successful interagency coordination and planning enables these agencies, departments, and organizations to mount a coherent and efficient collective operation — to achieve unity of effort.

Across the range of military operations, a broad variety of agencies — many with indispensable practical competencies and major legal responsibilities — interact with the Armed Forces of the United States.

Obtaining coordinated and integrated effort in an interagency operation should not be equated to the command and control (C2) of a military operation. Various agencies' different and sometimes conflicting goals, policies, procedures, and decisionmaking techniques make unity of effort a challenge.

Functions of the Department of Defense

Unified action in carrying out the military component of National Security Strategy is accomplished through an organized defense framework.

As prescribed by higher authority, the Department of Defense will maintain and employ Armed Forces to **support and defend** the Constitution of the United States against all enemies, foreign and domestic; **ensure**, by timely and effective military action, **the security of the United States**, its possessions, and areas vital to its interest; and **uphold and advance the national policies and interests of the United States**.

Command Relationships and Assignment and Transfer of Forces

Command is central to all military action, and unity of command is central to unity of effort.

Command. Although commanders may delegate authority to accomplish missions, they may not absolve themselves of the responsibility for the attainment of these missions.

Command and Staff. JFCs are provided staffs to assist them in the decisionmaking and execution process. **The staff is an extension of the commander**; its sole function is command support, and its only authority is that which is delegated to it by the commander.

Levels of Authority.

The authority vested in a commander must be commensurate with the responsibility assigned. **Levels of authority** include the four types of command relationships: COCOM, operational control (OPCON), tactical control (TACON), and support. The other authorities are coordinating authority, administrative control (ADCON), and direct liaison authorized (DIRLAUTH).

A force assigned or attached to a combatant command may be transferred from that command only as directed by the Secretary of Defense.

All forces (except as noted in title 10, US Code (USC), section 162) **are assigned to combatant commands** by the Secretary of Defense's "Forces for Unified Commands" memorandum. A force assigned or attached to a combatant command may be transferred from that command only as directed by the Secretary of Defense and under procedures prescribed by the Secretary of Defense and approved by the President. The command relationship the gaining commander will exercise (and the losing commander will relinquish) will be specified by the Secretary of Defense. Establishing authorities for subordinate unified commands and JTFs may direct the assignment or attachment of their forces to those subordinate commands as appropriate. When forces are transferred between combatant commands, the command relationship the gaining commander will exercise over those forces must be specified by the Secretary of Defense.

Forces, not command relationships, are transferred between commands.

When the transfer of forces to a joint force will be **permanent** (or for an unknown but long period of time) **forces should be reassigned.**

When transfer of forces to a joint force is **temporary**, the forces are **attached** to the gaining command and JFCs will exercise OPCON or TACON, as appropriate, over the attached forces.

Combatant Command (Command Authority)

Combatant command (command authority) is vested only in commanders of combatant commands or as directed by the President and is nontransferable.

COCOM is the command authority over assigned forces vested only in the commanders of combatant commands by title 10, USC, section 164, or as directed by the President in the Unified Command Plan (UCP), and cannot be delegated or transferred. COCOM is the authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training (or, in the case of USSOCOM, training of assigned forces), and logistics necessary to accomplish the missions assigned to the command.

Operational Control

Operational control is command authority that may be exercised by commanders at any echelon at or below the level of combatant command and may be delegated within the command.

OPCON is inherent in COCOM and is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. OPCON includes authoritative direction over all aspects of military operations and joint training necessary to accomplish missions assigned to the command.

Tactical Control

Tactical control is the detailed direction and control of movements or maneuvers within the operational area necessary to accomplish assigned missions or tasks.

TACON is the command authority over assigned or attached forces or commands or military capability made available for tasking that is limited to the detailed direction and control of movements or maneuvers within the operational area necessary to accomplish assigned missions or tasks. TACON is inherent in OPCON and may be delegated to and exercised by commanders at any echelon at or below the level of combatant command.

Support

The four categories of support are general, mutual, direct, and close.

Support is a command authority. A support relationship is established by a superior commander between subordinate commanders when one organization should aid, protect, complement, or sustain another force. Support may be exercised by commanders at any echelon at or below the level of combatant command. Several categories of support have been defined for use within a combatant command as appropriate to better characterize the support that should be given. Support relationships may be categorized as general, mutual, direct, and close.

Administrative Control

Administrative control is authority over subordinate or other organizations with respect to administration and support.

ADCON is the direction or exercise of authority over subordinate or other organizations with respect to administration and support including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other matters not included in the operational missions of the subordinate or other organizations. This is the authority necessary to fulfill Military Department statutory responsibilities for administration and support.

Coordinating Authority

Coordinating authority is used for coordinating special functions and activities.

Coordinating authority is the authority delegated to a commander or individual for coordinating specific functions and activities involving forces of two or more Military Departments, two or more joint force components, or two or more forces of the same Service. The commander or individual has the authority to require consultation between the agencies involved, but does not have the authority to compel agreement.

Direct Liaison Authorized

Direct liaison authorized is the authority to directly consult or coordinate an action.

DIRLAUTH is that authority granted by a commander (at any level) to a subordinate to directly consult or coordinate an action with a command or agency within or outside of the granting command.

Training and Readiness Oversight

Training and readiness oversight (TRO) is the authority that combatant commanders may exercise over Reserve

Component (RC) forces when not on active duty and when on active duty for training. Combatant commanders will normally exercise TRO over assigned RC forces through their Service component commanders.

Joint Command and Control

Command and control is the exercise of authority and direction by a properly designated commander over assigned and attached forces.

Command (the lawful authority of a commander) **and control** (the regulation of forces and functions to accomplish the mission in accordance with the commander's intent) is the most important function undertaken by a JFC. C2 is the means by which a JFC synchronizes and/or integrates joint force activities in order to achieve unity of command and unity of effort. **C2 ties together** all the operational functions and tasks and applies to all levels of war and echelons of command across the range of military operations.

Unity of effort is strengthened through adherence to the following C2 tenets.

Unity of command requires clearly defined authorities, roles, and relationships.

C2 of joint operations begins by establishing **unity of command** through the designation of a JFC with the requisite authority to accomplish assigned tasks using an uncomplicated chain of command. It is essential for the JFC to ensure that subordinate commanders, staff principals, and leaders of C2 nodes understand their authorities, their role in decisionmaking and controlling, and their relationships with others.

Information management

Control of information is a prerequisite to maintaining C2 of a joint operation. Identifying, requesting, receiving, tracking, and disseminating the needed information ensures that decision makers make informed, timely decisions.

Implicit communication

Because JFCs seek to minimize restrictive control measures and detailed instructions, they must find efficient and effective ways to create cooperation and compliance. The JFC does this by fostering implicit communication and understanding with all subordinates. Two joint C2 concepts that nurture implicit communications are **commander's intent and mission-type orders**.

Timely decisionmaking

The JFC can get inside the adversary's decision and execution cycle by **making more timely decisions**. Doing so generates adversary confusion and disorder and slows opponent decisionmaking. The commander who can gather information and make decisions faster and better will generate a quicker tempo of operations and gain a decided military advantage.

Executive Summary

Robust integration, synchronization, and coordination mechanisms

Integration, synchronization, and coordination methods and tools encourage synergistic interaction among joint force components.

Battle rhythm discipline

Every joint force command headquarters has a rhythm regulated by the flow of information and the decision cycle. **The keys to capturing and maintaining control over the battle rhythm are simplicity and a sensitivity to the components' battle rhythms.**

Responsive, interoperable support systems

Intelligence, surveillance, and reconnaissance (ISR), space-based, and command, control, communications, and computer support systems must be responsive in real time to provide the JFC with accurate, timely, relevant, and adequate information.

Situational awareness

The primary objective that the staff seeks to attain for the commander, and for subordinate commanders, is **understanding or situational awareness** — a prerequisite in order for commanders to anticipate opportunities and challenges.

Mutual trust

Trust among the commanders and staffs in a joint force expands the JFC's options and enhances flexibility, agility, and the freedom to take the initiative when conditions warrant. **Mutual trust** results from honest efforts to learn about and understand the capabilities that each member brings to the joint force, demonstrated competence, and planning and training together.

Multinational Operations

The United States often has common or mutually-compatible security interests and participates in operations with other nations.

Where commonality or compatibility of interests exists, nations may enter into political, economic, informational, and military partnerships. These partnerships occur in both regional and worldwide patterns as nations seek opportunities to promote their mutual national interests; ensure mutual security against real and perceived threats; and conduct foreign humanitarian assistance and peace operations. Cultural, psychological, economic, technological, informational, and political factors, as well as transnational dangers, all impact on multinational operations.

Multinational Unity of Effort

Attaining unity of effort through unity of command for a multinational operation may not be politically feasible, but it should be a goal.

Some **principles** must be attained to ensure unity of effort among allied or coalition forces. First, there must be **common understanding** among all national forces of the **overall aim** of the multinational force (MNF) and the **concept for its attainment**. **Coordinated policy**, particularly on such matters as alliance or coalition commanders' authority over national logistics (including infrastructure) and ISR, **is required**. Finally, commanders and their representatives must establish and maintain **trust** and **confidence** among the MNFs. **Plain and objective communication**, together with common courtesy, is essential.

Command and Control of US Forces in Multinational Operations

The chain of command from the President to the lowest US commander in the field remains inviolate.

The President retains command authority over US forces. This includes the authority and responsibility for effectively using available resources and employment planning along with organizing, directing, coordinating, controlling, and protecting military forces for the accomplishment of assigned missions. **It is sometimes prudent or advantageous** (for reasons such as maximizing military effectiveness and ensuring unity of effort) **to place appropriate US forces under the OPCON of a foreign commander** to achieve specified military objectives (see restrictions in Chapter IV, "Multinational Operations"). In making the determination to place US forces under the OPCON of non-US commanders, the President carefully considers such factors as the mission, size of the proposed US force, risks involved, anticipated duration, and rules of engagement.

Principles and Policy for Establishing Joint Commands

Joint forces are established at three levels: unified commands, subordinate unified commands, and JTFs.

In accordance with the UCP, combatant commands are established by the President through the Secretary of Defense, with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Commanders of unified commands may establish subordinate unified commands when so authorized by the Secretary of Defense, through the Chairman of the Joint Chiefs of Staff. JTFs can be established by the Secretary of Defense, a combatant commander, a subordinate unified commander, or an existing JTF commander.

Basis for Establishing Joint Forces

Joint forces can be established on either a geographic or functional basis.

The joint force commander (JFC) is assigned a geographic area by the establishing authority.

Geographic Area. Establishing a joint force on a geographic area basis is the most commonly used method to assign responsibility for continuing operations. A JFC assigned a geographic area is considered an area commander. **Only commanders of geographic combatant commands are assigned areas of responsibility. Subordinate JFCs are normally assigned other operational areas.**

The JFC is assigned a functional area for certain types of continuing operations.

Functional Area. Sometimes a joint force based solely on military functions without respect to a specific geographic region is more suitable to fix **responsibility for certain types of continuing operations** (e.g., the unified commands for transportation, space, special operations, and strategic operations). The commander of a joint force established on a functional basis is assigned a functional responsibility by the establishing authority.

Organizing Joint Forces

The JFC organizes forces to accomplish the mission.

JFCs have the **authority to organize forces to best accomplish the assigned mission** based on their concept of operations. The JFC will establish subordinate commands, assign responsibilities, establish or delegate appropriate command relationships, and establish coordinating instructions for their component commanders. **Sound organization should provide for unity of effort, centralized planning and direction, and decentralized execution.**

The composition of the JFC's staff will **reflect the composition of the joint force** to ensure that those responsible for employing joint forces have a thorough knowledge of the capabilities and limitations of assigned or attached forces.

All joint forces contain Service components because of administrative and logistic requirements.

Administrative and logistic support for joint forces are provided through Service component commands. The JFC also may conduct operations through the Service component commanders or, at lower echelons, through Service force commanders.

Functional components may be established by JFCs when forces of two or more Services must operate in the same dimension.

Functional component commands can be appropriate when **forces from two or more Services must operate in the same dimension or medium or there is a need to accomplish a distinct aspect of the assigned mission.** Functional component commands do not constitute a joint force.

Most often, joint forces are organized with a combination of Service and functional component commands with operational responsibilities.

Unified Command

Unified and specified commands are established by the President through the Secretary of Defense.

A **unified command** is a command with broad continuing missions under a single commander and composed of forces from two or more Military Departments and which is established by the President, through the Secretary of Defense, with the advice and assistance of the Chairman of the Joint Chiefs of Staff. The unified commander can **adapt a command structure** using any of the following **six options**: **1) subordinate unified command, 2) JTF, 3) functional component, 4) Service component, 5) single-Service force (normally the combatant commander assigns operations requiring a single-Service force to a Service component), or 6) Specific operational forces that, because of mission assigned and the urgency of the situation, must remain immediately responsive to the combatant commander.** These options do not in any way limit the commanders' authority to organize their forces as they see fit.

Specified Command

A **specified command** is a command that has broad continuing missions and that is established by the President through the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff. It normally is composed of forces from a **single Military Department**, but it may include units and staff representation from other Services.

Subordinate Unified Command

Subordinate unified commands are established by commanders of unified commands when so authorized by the NCA.

When authorized by the NCA through the Chairman of the Joint Chiefs of Staff, commanders of unified commands may establish subordinate unified commands (also called subunified commands) to conduct operations on a continuing basis in accordance with the criteria set forth for unified commands. A subordinate unified command may be **established on a geographical area or functional basis.**

Joint Task Force

A JTF can be established by the Secretary of Defense, and/or by commanders of combatant commands, subordinate unified commands, or existing JTFs.

A JTF is a joint force that is constituted and so designated by the Secretary of Defense, a combatant commander, a subordinate unified command commander, or an existing JTF commander. **A JTF may be established on a geographical area or functional basis** when the mission has a specific limited objective and does not require overall centralized control of logistics.

CONCLUSION

This publication provides basic doctrine and guidance for unified action and, together with Joint Publication 1, *Joint Warfare of the Armed Forces of the United States*, serves as the capstone for all US joint doctrine. As such, this publication specifies the authorized command relationships and authority that military commanders can use, provides policy for the exercise of that military authority, provides doctrine and principles for C2, prescribes guidance for organizing joint forces, and describes policy for selected joint activities.

CHAPTER I

DOCTRINE AND POLICY GOVERNING UNIFIED DIRECTION OF FORCES

“The teams and staffs through which the modern commander absorbs information and exercises his authority must be a beautifully interlocked, smooth-working mechanism. Ideally, the whole should be practically a single mind.”

General Dwight D. Eisenhower

1. Constitutional Foundation

Pursuant to the constitutional requirement of the Federal Government to “provide for the common defense,” the **executive and legislative branches of the Federal Government share responsibility and authority for ensuring national security**. Based on the constitutional foundation of checks and balances and civilian control of the military, **Congress legislates an overall framework for national security and**

allocates resources to meet changing defense requirements as identified by the executive branch. Within the executive branch, **Federal agencies operate within this overall framework and the resources allocated** to provide for the Nation’s present and future security. Using available resources and statutory authorities, the **President exercises constitutional authority as Commander in Chief** to direct the deployment and employment of the Nation’s Armed Forces.

CONGRESSIONAL INTENT

In 1958, in amending the National Security Act of 1947, Congress described the basic policy embodied in the Act in the following manner:

“In enacting this legislation, it is the intent of Congress to provide a comprehensive program for the future security of the United States; to provide for the establishment of integrated policies and procedures for the departments, agencies, and functions of the Government relating to the national security; to provide a Department of Defense including the three Military Departments of the Army, the Navy (including naval aviation and the United States Marine Corps), and the Air Force under the direction, authority, and control of the Secretary of Defense; to provide that each military department shall be separately organized under its own Secretary and shall function under the direction, authority, and control of the Secretary of Defense; to provide for their unified direction under civilian control of the Secretary of Defense but not to merge these departments or services; to provide for the establishment of unified or specified combatant commands, and a clear and direct line of command to such commands; to eliminate unnecessary duplication in the Department of Defense, and particularly in the field of research and engineering by vesting its overall direction and control in the Secretary of Defense; to provide more effective, efficient, and economical administration in the Department of Defense; to provide for the unified strategic direction of the combatant forces; for their operation under unified command, and for their

integration into an efficient team of land, naval, and air forces but not to establish a single Chief of Staff over the armed forces nor an overall armed forces general staff.”

The Goldwater-Nichols Department of Defense Reorganization Act of 1986 makes the following statement of policy:

“In enacting this Act, it is the intent of Congress, consistent with the congressional declaration of policy in section 2 of the National Security Act of 1947 (50 U.S.C. 401) —

- (1) to reorganize the Department of Defense and strengthen civilian authority in the Department;
- (2) to improve the military advice provided to the President, the National Security Council, and the Secretary of Defense;
- (3) to place clear responsibility on the commanders of the unified and specified combatant commands for the accomplishment of missions assigned to those commands;
- (4) to ensure that the authority of the commanders of the unified and specified combatant commands is fully commensurate with the responsibility of those commanders for the accomplishment of missions assigned to their commands;
- (5) to increase attention to the formulation of strategy and to contingency planning;
- (6) to provide for more efficient use of defense resources;
- (7) to improve joint officer management policies; and
- (8) otherwise to enhance the effectiveness of military operations and improve the management and administration of the Department of Defense.”

2. National Strategic Direction

a. **Context.** National security strategy (NSS) is **the art and science of developing, applying, and coordinating the instruments of national power** (diplomatic, economic, military, informational) **to achieve objectives that contribute to national security.** It encompasses national defense, foreign relations, and economic relations and assistance; and aims, among other objectives, at providing a favorable foreign relations position and a defense posture capable of defeating hostile action.

b. **The Military Component of National Security Strategy.** As the national leadership generates national objectives and an NSS to pursue them, the leadership also will devise — or modify — the **military instrument of national power** as a component of NSS. This strategy includes objectives for the development of **broad military capabilities**, their **worldwide posture**, and their **functional and geographic orientation**. In the event of armed conflict, this strategy will include military objectives for the establishment of military conditions essential to support national security objectives and terminate the

conflict on terms favorable to US interests. These objectives need to be coordinated with associated diplomatic, economic, and informational objectives.

c. **National Military Strategy (NMS).**

NMS entails the art and science of distributing and applying military power to attain national objectives in peace and war. NMS is derived from the NSS and **attempts to promote peace and stability and, when necessary, defeat adversaries that threaten the United States, its interests, or its allies.** In the larger context, defeating an enemy military force is rarely sufficient by itself to ensure a long-term solution to a crisis. Accordingly, the Armed Forces of the United States advance national security by applying military power as directed to help shape the international environment, respond to the full spectrum of crises, and prepare for an uncertain future. NMS and defense policy provide **strategic guidance for the employment of military forces.** The NMS provides advice of the Chairman of the Joint Chiefs of Staff (CJCS) (in consultation with other members of the Joint Chiefs of Staff and the combatant commanders) to the President, the National Security Council (NSC), and the Secretary of Defense (SecDef) regarding the recommended strategy for attaining the national security objectives given a fiscally constrained force structure.

d. **Joint Strategic Capabilities Plan (JSCP).** The JSCP provides planning guidance to the combatant commanders and Service Chiefs in order to accomplish tasks and missions based on current military capabilities. The JSCP serves to integrate the deliberate planning activities of the entire joint planning and execution community with a coherent and focused approach. It provides specific theater planning tasks and objectives, delineates necessary planning assumptions, and apportions resources and forces to the combatant commanders for planning based on

military capabilities. Supplemental instructions are published separately from the JSCP to provide further planning guidance in specified functional areas like intelligence and logistics.

e. **Unified Command Plan (UCP).** The UCP is a document approved by the President that sets forth basic guidance to all unified combatant commanders; establishes their missions, responsibilities, and force structure; delineates the general geographic area of responsibility (AOR) for geographic combatant commanders; and specifies functional responsibilities for functional combatant commanders.

3. **Unity of Effort**

Unity of effort, as shown in Figure I-1, **requires coordination among government departments and agencies** within the executive branch, between the executive and legislative branches, with nongovernmental organizations (NGOs), international organizations (IOs), and among nations in any alliance or coalition. **National unified action** is influenced by the Constitution, federal law, international law, and the national interest. **Responsibilities for strategic coordination** established in law and practice are as follows.

a. The **President of the United States**, advised by the NSC, is responsible to the American people for national strategic unity of effort.

b. The **Secretary of Defense** is responsible to the President for national military unity of effort for creating, supporting, and employing military capabilities. Unity of effort among the Military Services at the national level is obtained from the authority of the President and the Secretary of Defense, by the strategic planning of the Chairman of the Joint Chiefs of Staff, and by cross-Service efforts by the

UNITY OF EFFORT

NATIONAL STRATEGIC UNITY
OF EFFORT



PRESIDENT

NATIONAL MILITARY UNITY
OF EFFORT FOR CREATING,
SUPPORTING, AND
EMPLOYING MILITARY
CAPABILITIES



SECRETARY OF DEFENSE

- The National Command Authorities (NCA) exercise authority over the Armed Forces through combatant commanders for forces assigned, and through the Secretaries of the Military Departments and the Service Chiefs for those members and organizations not assigned to the combatant commands.
- The Chairman of the Joint Chiefs of Staff functions under the authority, direction, and control of the NCA; transmits communications between the NCA and combatant commanders; and oversees activities of combatant commanders as directed by the Secretary of Defense.
- Commanders of combatant commands exercise combatant command (command authority) over assigned forces, and are directly responsible to the NCA for the performance of assigned missions, as well as the preparedness of their commands to perform assigned missions.
- In a foreign country, the US Ambassador is responsible to the President for directing, coordinating, and supervising all US Government elements in the host nation, except those under the command of a combatant commander.

Figure I-1. Unity of Effort

Military Departments. The Secretary of Defense exercises authority, direction, and control over the Services through the Secretaries of the Military Departments. The **Secretaries of the Military Departments** are responsible for administration and support of their forces assigned to combatant commanders.

c. The **National Command Authorities (NCA)**, consisting of the President and the Secretary of Defense or their authorized alternates, exercise authority over the Armed Forces through the combatant commanders

for those forces assigned to the combatant commands and through the Secretaries of the Military Departments and the Service Chiefs for those forces not assigned to the combatant commands.

d. The **Chairman of the Joint Chiefs of Staff** functions under the authority, direction, and control of the NCA; transmits communications between the NCA and combatant commanders; and oversees activities of combatant commanders as directed by the Secretary of Defense.

e. **Commanders of combatant commands** exercise combatant command (command authority) (COCOM) over assigned forces, and are directly responsible to the NCA for the performance of assigned missions and the preparedness of their commands to perform assigned missions.

f. In a foreign country, the **US Ambassador** is responsible to the President for directing, coordinating, and supervising all US Government (USG) elements in the host nation, except those under the command of a combatant commander. Geographic combatant commanders are responsible for coordinating with US ambassadors in their geographic AOR (as necessary) across the range of military operations, and for negotiating force protection memoranda of agreement with the chiefs of mission in designated countries.

4. Unified Action

a. The term “unified action” is a broad generic term referring to the **wide scope of activities** (including the synchronization and/or integration of the activities of governmental and nongovernmental agencies) taking place within **unified commands, subordinate unified commands, or joint task forces (JTFs)** under the overall direction of the commanders of those commands. Within this general category of operations, **subordinate commanders** of assigned or attached forces conduct either **single-Service** or **joint operations** to support the overall operation. Unified action synchronizes and/or integrates joint, single-Service, special, multinational, and supporting operations with the operations of government agencies, NGOs and IOs (e.g., United Nations (UN)) to achieve **unity of effort** in the operational area. Unified action within the military instrument of national power **supports the national strategic unity of effort** through close coordination with the other instruments of national power as they

apply within the theater environment and its unity of effort.

b. **Success often depends on these unified actions.** The Chairman of the Joint Chiefs of Staff and all combatant commanders are in pivotal positions to ensure that unified actions are planned and conducted in accordance with the guidance and direction received from the NCA in coordination with other authorities (i.e., alliance or coalition leadership). Combatant commanders should ensure that their **unified action synchronizes and/or integrates joint and single-Service operations with the actions of supporting combatant commands, other military forces (multinational operations), and nonmilitary organizations** (Department of Defense [DOD] and other federal government agencies such as the Defense Logistics Agency [DLA] and the Agency for International Development; the UN; and NGOs and IOs).

c. **Unified action** of the Armed Forces of the United States **starts with unified direction.** For US military operations, unified direction normally is accomplished by establishing a joint force, assigning a mission or objective to the joint force commander (JFC), establishing command relationships, assigning and/or attaching appropriate forces to the joint force, and empowering the JFC with sufficient authority over the forces to accomplish the assigned mission.

- **Joint Force, Joint Force Commander, and Joint Operations.** Complete definitions for these terms are in the glossary. This discussion highlights the differences. “**Joint force**” is a general term applied to a force composed of significant elements, assigned or attached, of two or more Military Departments, operating under a single JFC. “**Joint force commander**” is also a general term applied to a combatant

commander, subunified commander, or JTF commander. **“Joint operations”** are military actions conducted by joint forces or Service forces with relationships between them (e.g., support, coordinating authority) which, of themselves, do not create joint forces.

- **Multinational Operations.** An operation conducted by forces of two or more nations is termed a **“multinational” operation**. An operation conducted by forces of two or more nations in a **formal arrangement** is termed an **“allied”** or **“alliance”** operation. Military action in a **temporary or informal arrangement** for common interests is termed a **“coalition”** operation. Though the description of “multinational” always will apply to such forces and commanders, they also can be described as “allied,” “combined,” “alliance,” or “coalition,” as appropriate.

5. Objectives

In the abstract sense, an objective is the clearly defined, decisive and attainable goal toward which every military operation should be directed — the military objective. **Objectives provide the focus for military action; they are essential for unity of effort.** In the concrete sense, an objective may be a physical object of the action taken (e.g., a definite terrain feature, the seizure or holding of which is essential to the commander’s plan, or the destruction of an enemy force without regard to terrain features). This is more accurately termed the “physical objective.” Physical objectives must not be confused with military objectives, although occasionally they may overlap. Usually, **physical objectives contribute to the attainment of military objectives.** Military objectives must contribute to the achievement of national objectives.

6. Roles, Missions, and Functions

The terms “roles, missions, and functions” often are used interchangeably, but the distinctions between them are important. **“Roles”** are the broad and enduring **purposes** for which the Services and the United States Special Operations Command (USSOCOM) were established in law. **“Missions”** are the **tasks** assigned by the President or Secretary of Defense to the combatant commanders. **“Functions”** are specific **responsibilities** assigned by the NCA to enable the Services to fulfill their legally established roles. Simply stated, the primary function of the Services and USSOCOM is to provide forces organized, trained, and equipped to perform a role — to be employed by the combatant commander in the accomplishment of a mission.

For further information on functions, refer to Chapter II, “Functions of the Department of Defense and Its Major Components.”

7. Chain of Command

The **NCA exercise authority and control** of the Armed Forces through **two distinct branches of the chain of command** (see **Figure I-2**). One branch runs from the President, through the Secretary of Defense, to the commanders of combatant commands for missions and forces assigned to their commands. The other branch used for purposes other than operational direction of forces assigned to the combatant commands, runs from the President through the Secretary of Defense to the Secretaries of the Military Departments. The Military Departments, organized separately, operate under the authority, direction, and control of the Secretary of Defense. The Secretaries of the Military Departments exercise authority through their respective Service Chiefs over their forces not assigned to the combatant commanders. The Service Chiefs, except as



otherwise prescribed by law, perform their duties under the authority, direction, and control of the Secretaries and are directly responsible to their Secretaries.

“For when the king is on the field nothing is done without him; he in person gives general orders to the polemarchs, which they convey to the commanders of divisions; these again to the commanders of fifties, the commanders of fifties to the commanders of enomoties, and these to the enomoty. In like manner any more precise instructions are passed down through the army, and quickly reach their destination. For almost the whole Lacadaemonian army are officers who have officers under them, and the responsibility of executing an order devolves upon many.”

Thucydides
History of the Peloponnesian
Wars, 422 B. C.

a. **The commanders of combatant commands exercise COCOM of assigned forces and are directly responsible to the NCA** for the performance of assigned missions and the preparedness of their commands. Combatant commanders prescribe the chain of command within their combatant commands and designate the appropriate command authority to be exercised by subordinate commanders.

b. **The Military Departments operate under the authority, direction, and control of the Secretary of Defense.** This branch of the chain of command embraces all military forces within the respective Service not assigned to commanders of combatant commands. This branch is separate and distinct from the branch of the chain of command that exists within a combatant command.

8. The Combatant Commands

a. The **President**, through the Secretary of Defense and with the advice and assistance

of the Chairman of the Joint Chiefs of Staff, **establishes combatant (unified or specified) commands** for the performance of military missions and prescribes the force structure of such commands.

b. The **Chairman of the Joint Chiefs of Staff assists the President and Secretary of Defense** in performing their **command functions**. The Chairman **transmits** to the commanders of the combatant commands the **orders** given by the NCA and, as directed by the Secretary of Defense, **oversees the activities** of those commands. **Orders issued by the President or the Secretary of Defense** normally are conveyed by the Chairman of the Joint Chiefs of Staff under the authority and direction of the Secretary of Defense. Reports from combatant commanders normally will be submitted through the Chairman of the Joint Chiefs of Staff, who forwards them to the Secretary of Defense and acts as the spokesman for the commanders of the combatant commands.

c. **Commanders in the chain of command exercise authority (COCOM, operational control (OPCON), tactical control (TACON), or a support command relationship)** as prescribed by law or a superior commander over the military capability made available to them. Unless otherwise directed by the NCA, **COCOM is reserved for the commanders of the combatant commands**. During deliberate planning, the majority of forces are apportioned to support the missions of more than one combatant commander. This requires combatant commanders that do not exercise COCOM over an apportioned force to continuously coordinate with the combatant commander that exercises COCOM in order to fully prepare for mission success.

Command relationships are discussed in detail in Chapter III, Section A, “Command Relationships.”

9. The Military Departments, Services, and Forces

a. The **authority vested in the Secretaries of the Military Departments** in the performance of their role to organize, train, equip, and provide forces **runs from the President through the Secretary of Defense to the Secretaries. Then, to the degree established by the Secretaries or specified in law, this authority runs through the Service Chiefs to the Service component commanders assigned to the combatant commands and to the commanders of forces not assigned to the combatant commands.** This **administrative control (ADCON)** provides for the **preparation of military forces** and their **administration and support**, unless such responsibilities are specifically assigned by the Secretary of Defense to another DOD component.

b. The Secretaries of the Military Departments are responsible for the **administration and support** of the Service forces assigned or attached to combatant commands. They fulfill their responsibilities by exercising **ADCON** through the commanders of the Service component commands assigned to combatant commands and through the Service Chiefs (as determined by the Secretaries) for forces not assigned to the combatant commands. The **responsibilities** and **authority** exercised by the Secretaries of the Military Departments are **subject by law** to the authority provided to the commanders of combatant commands in their exercise of COCOM.

c. Each of the Secretaries of the Military Departments, coordinating as appropriate with the other Department Secretaries and with the combatant commanders, has the responsibility for **organizing, training, equipping, and providing forces** to fulfill specific roles and for **administering and supporting these forces**. This responsibility, however, is subject to the combatant commander's

authority to organize assigned forces and ensure their preparedness as necessary to accomplish a specific mission.

d. Commanders of forces are responsible to their respective Service Chiefs for the administration, training, and readiness of their unit(s). Commanders of forces assigned to the combatant commands are under the authority, direction, and control of (and are responsible to) their combatant commander to carry out assigned operational missions, joint training and exercises, and logistics.

e. The Coast Guard is a military Service and a branch of the Armed Forces of the United States at all times. However, it is separately established by law as a Service in the Department of Transportation, except when operating as part of the Navy during war or when the President directs. The Coast Guard is required to maintain a state of readiness to function as a specialized Service in the Navy when necessary. It is authorized to assist the Department of Defense in the performance of any activity for which it is especially qualified. Coast Guard units routinely serve under the OPCON of Navy component and fleet commanders.

10. Relationship Between Combatant Commands and Military Departments, Services, or Forces

a. **Continuous Coordination.** The roles and functions of the Military Services and USSOCOM share the division of responsibility for developing military capabilities for the combatant commands. **All components of the Department of Defense are charged to coordinate on matters of common or overlapping responsibility.** The Joint Staff, Service, and USSOCOM headquarters play a critical role in ensuring that combatant commanders' concerns and comments are included or advocated during the coordination.

b. **Interoperability. Unified action demands maximum interoperability. The forces, units, and systems of all Services must operate together effectively.** This effectiveness is achieved in part through **interoperability**, which includes the development and use of **joint doctrine and joint tactics, techniques, and procedures (JTTP)**; the development and use of **joint plans**; the conduct of **joint training and exercises**; and a **materiel development and fielding process** that provides materiel that is fully compatible with and complementary to systems of all Services. A key to successful interoperability is to **ensure that planning processes are joint from their inception**. Those responsible for systems and programs intended for joint use must establish **working groups** that fully represent the services and functions that will be affected and interoperability must be considered in all joint program reviews. Combatant commanders will ensure maximum interoperability and identify interoperability issues to the Chairman of the Joint Chiefs of Staff, who has overall responsibility for the joint interoperability program.

11. Interagency Coordination

"It is imperative that our Joint Forces also enhance their ability to operate in consonance with other US Government agencies, and with nongovernmental organizations (NGO) [and] international organizations (IO) . . . in a variety of settings. The specialized access and knowledge these organizations possess can facilitate prompt, efficient action to prevent conflict, resolve a crisis, mitigate suffering, and restore civil government upon conflict termination. Achieving interagency and civil interoperability through the continuing development of our doctrine and interagency participation in our training exercises is important to the unity of effort upon which success in many missions depends."

National Military Strategy, 1997

The integration of political, economic, informational, and military objectives and the subsequent translation of these objectives into demonstrable action have always been essential to success at all levels of operations.

a. A rapidly changing global environment that is characterized by regional instability, the challenges of pluralistic governments, and asymmetric threats requires significant interagency cooperation with a fully functioning civil-military relationship. **Military operations must be synchronized and/or integrated with those of other agencies of the USG, as well as with foreign forces, NGOs, IOs, and regional organizations.** These actions must be mutually supporting and proceed in a logical sequence. In order to successfully undertake interagency operations, the roles and relationships among various Federal agencies, combatant commands, state and local governments, Country Teams, and engaged organizations must be clearly understood.

b. Interagency coordination forges the vital link between the military and the economic, diplomatic, and informational entities of the USG as well as NGOs, and IOs. Successful interagency coordination and planning enables these agencies, departments, and organizations to mount a coherent and efficient collective operation — to achieve unity of effort.

c. **Across the range of military operations, a broad range of agencies — many with indispensable practical competencies and major legal responsibilities — interact with the Armed Forces of the United States.**

d. **Interagency coordination demands planners consider all instruments of national power and recognize which agencies are best postured to achieve the objective.** This consideration is especially

necessary because the security challenges facing the United States today are growing in complexity, requiring the skills and resources of many organizations.

e. **The solution to a problem normally will not reside within the capability of just one agency.** Therefore, campaign plans, operation plans (OPLANs), or as an operation plan in concept format (CONPLAN), and operation orders must be crafted to leverage the core competencies of all available agencies, synchronizing and/or integrating their efforts with military capabilities toward a single objective. The NCA employ the Armed Forces of the United States because they have deemed it necessary to use military means to meet national interests. **The use of the military instrument of national power as a component of the NSS requires the development of military objectives. These objectives need to be coordinated with associated diplomatic, economic, and informational objectives. The military instrument often plays a supporting role.** The Department of Defense may have little or no choice regarding the agencies engaged in a particular operation and normally will have little control over their agendas. **Understanding how military commanders and their staffs coordinate with other organizations is key to success in joint operations and unified actions.**

f. The synergy derived from combining each organization's culture, philosophy, goals, practices, and skills is the strength of the interagency process. During this process diverse views, capabilities, and responsibilities are integrated to best achieve the military objectives.

g. **Obtaining coordinated and integrated effort in an interagency operation should not be equated to the**

command and control (C2) of a military operation. Various agencies' different and sometimes conflicting goals, policies, procedures, and decisionmaking techniques make unity of effort a challenge. **Although there is no overarching interagency doctrine that delineates or dictates the relationships and procedures governing all agencies, departments, and organizations in interagency operations,** Presidential Decision Directive-56, *Managing Complex Contingency Operations*, provides procedures for the management and planning of complex contingency operations. Additionally, there is no oversight organization to ensure that the myriad of agencies, departments, and organizations have the capabilities and tools to work together.

h. The interagency process often is described as "more art than science," while military operations tend to depend on structure and doctrine. However, some of the techniques, procedures, and systems of military C2 can assist in obtaining unity of effort if they are adjusted to the dynamic world of interagency operations. **Unity of effort can only be achieved through close, continuous interagency and interdepartmental coordination and cooperation,** which are necessary to overcome confusion over objectives, inadequate structure or procedures, and bureaucratic and personnel limitations. At the combatant command level, liaisons and the political advisor (POLAD) or foreign policy advisor to the combatant commander can be of great assistance in interagency coordination. In summary, **action will follow understanding.**

For further detail concerning interagency coordination, refer to Joint Publication (JP) 3-08, Interagency Coordination During Joint Operations, Vol I.

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CHAPTER II

FUNCTIONS OF THE DEPARTMENT OF DEFENSE AND ITS MAJOR COMPONENTS

"It is a matter of record that the strategic direction of the war, as conducted by the Joint Chiefs of Staff, was fully as successful as were the operations which they directed . . . The proposals or the convictions of no one member were as sound, or as promising of success, as the united judgments and agreed decisions of all the members."

Ernest J. King: *The U.S. Navy at War*, 1945

SECTION A. THE DEPARTMENT OF DEFENSE

1. General

Unified action in carrying out the military component of NSS is accomplished through an **organized defense framework**. This chapter describes the **components** and their **functions** within that framework.

2. Organizations in the Department of Defense

a. **Responsibility.** The **Secretary of Defense** is the **principal assistant to the President** in all matters relating to the Department of Defense. **All functions** in the Department of Defense and its component agencies are performed under the **authority, direction, and control** of the Secretary of Defense.

b. **Organization of the Department of Defense.** The Department of Defense includes the Office of the Secretary of Defense, the Joint Chiefs of Staff, the Joint Staff, Defense agencies, DOD field activities, Military Departments and Military Services within those departments, combatant commands, and other organizations and activities that may be established or designated by law, the President, or the Secretary of Defense.

3. Functions of the Department of Defense

As prescribed by higher authority, the Department of Defense will maintain and employ Armed Forces to fulfill the following aims.

a. **Support and defend** the Constitution of the United States against all enemies, foreign and domestic.

b. **Ensure**, by timely and effective military action, **the security of the United States**, its possessions, and areas vital to its interest.

c. **Uphold and advance the national policies and interests of the United States.**

4. Functions and Responsibilities Within the Department of Defense

a. The **functions and responsibilities** assigned to the Military Departments, the Services, the Chairman of the Joint Chiefs of Staff, and the combatant commands will be carried out in such a manner as **to achieve the following.**

- **Effective strategic direction** of the Armed Forces.
- **Employment** of the Armed Forces in **joint force commands** whenever such

arrangement is in the best interest of national security.

- **Integration** of the Armed Forces into an **effective and efficient team** of land, naval, air, space, and special operations forces.
- **Prevention** of unnecessary **duplication or overlapping** among the Services by using personnel, intelligence, facilities, equipment, supplies, and services of any or all Services such that military effectiveness and economy of resources will thereby be increased.
- **Coordination** of Armed Forces **operations** to promote efficiency and economy and to prevent gaps in responsibility.
- **Effective multinational operations.**

b. **Development of Major Force Requirements.** Major force requirements to fulfill any specific primary function of an individual Service **must be justified on the basis of existing or predicted need** as recommended by the Chairman of the Joint Chiefs of Staff, in coordination with the Joint Chiefs of Staff and combatant commanders, and as approved by the Secretary of Defense.

c. **Exceptions to Primary Responsibilities.** The development of **special weapons and equipment** and the provision of **training equipment required** by each of the Services are the responsibilities of the **individual Service concerned** unless otherwise directed by the Secretary of Defense.

d. **Responsibility of a Service Chief on Disagreements Related to That Service's Primary Functions.** Each Service Chief is **responsible for presenting to the Chairman of the Joint Chiefs of Staff any disagreement** within the field of that

Service's primary functions that has not been resolved. This action will not be construed to prevent any Service Chief from presenting unilaterally any issue of disagreement with another Service.

5. Executive Agents

a. **The Secretary of Defense may designate an immediate subordinate**, normally the Secretary of a Military Department or a combatant commander, **to act as the executive agent** for the performance of duties or activities, normally temporary or transitory, that do not warrant assignment of an additional permanent function. The **purpose, scope of authority**, and **duration** of such designation is made clear in the establishing directive.

b. **Executive agent responsibilities and activities** assigned to the Secretary of a Military Department may serve as **justification of budgetary requirements** but will not be used as the basis for establishing additional force requirements.

c. **Responsibilities of an executive agent** are as shown in Figure II-1.

SECTION B. THE JOINT CHIEFS OF STAFF

"The Joint Chiefs of Staff system is unique among all known systems for the strategic direction of a war. It has brought victory where other systems have failed. It has withstood the all important test of war."

Arleight Burke: Speech in Minneapolis, 6 October 1956

6. Composition and Functions

a. The **Joint Chiefs of Staff** consist of the Chairman of the Joint Chiefs of Staff; the Vice Chairman of the Joint Chiefs of Staff; the

RESPONSIBILITIES OF AN EXECUTIVE AGENT

- Implement and comply with the relevant policies and directives of the Secretary of Defense.
- Ensure proper coordination among Military Departments, the combatant commands, the Joint Chiefs of Staff, the Joint Staff, the Office of the Secretary of Defense, and the Defense agencies and Department of Defense (DOD) field activities, as appropriate, for the responsibilities and activities assigned.
- Issue directives to other DOD components and take action on behalf of the Secretary of Defense, to the extent authorized in the directive establishing the executive agent.
- Make recommendations to the Secretary of Defense for actions regarding the activity for which the executive agent was designated, including the manner and timing for dissolution of these responsibilities and duties.
- Perform such other duties and observe such limitations as may be set forth in the directive establishing the executive agent.

Figure II-1. Responsibilities of an Executive Agent

Chief of Staff, US Army; the Chief of Naval Operations; the Chief of Staff, US Air Force; and the Commandant of the Marine Corps.

b. The **Chairman of the Joint Chiefs of Staff** is the principal military advisor to the President, the National Security Council, and the Secretary of Defense.

c. The **other members** of the Joint Chiefs of Staff are **military advisors** to the President, the National Security Council, and the Secretary of Defense as specified in subparagraphs 6d to 6f below.

d. A **member** of the Joint Chiefs of Staff **may submit to the Chairman of the Joint Chiefs of Staff advice or an opinion in disagreement with, or in addition to, the**

advice provided by the Chairman of the Joint Chiefs of Staff. The Chairman of the Joint Chiefs of Staff will present such advice or opinion when presenting the Chairman's advice. The Chairman of the Joint Chiefs of Staff will not unduly delay advice by reason of such submission. The Chairman also will inform, as considered appropriate, the President, the National Security Council, or the Secretary of Defense of the range of military advice and opinion with respect to any matter.

e. **The members** of the Joint Chiefs of Staff, individually or collectively, in their capacity as military advisors, **will provide advice** to the President, the National Security Council, or the Secretary of Defense on a particular matter upon request.

f. The **Joint Chiefs of Staff**, assisted by the Joint Staff, **constitute the immediate military staff of the Secretary of Defense**.

g. Each Service Chief has an **Operations Deputy** and a **Deputy Operations Deputy**.

The Director, Joint Staff, presides over meetings of the Operations Deputies, and the Vice Director, Joint Staff, presides over meetings of the Deputy Operations Deputies.

The Director and the Operations Deputies, or the Vice Director and the Deputy Operations Deputies, **collectively recommend actions** to the Chairman of the Joint Chiefs of Staff.

h. To the extent it does not impair independence in the performance of duties as a member of the Joint Chiefs of Staff, each member (except the Chairman) will **inform**

AN ORGANIZATIONAL HISTORY

Although the separate military Services are almost as old as the nation, the Joint Chiefs of Staff [JCS] traces its beginnings only to World War II. Soon after American entry into that war, President Roosevelt and Prime Minister Churchill created the Combined Chiefs of Staff to provide strategic direction to the US-British war effort. The President then formed the US Joint Chiefs of Staff as the American representatives to the Combined Chiefs of Staff.

From this seemingly simple beginning as counterparts to the British on the Combined Chiefs of Staff, the JCS almost immediately assumed the role of corporate leadership of the American military organization. Under the authority and responsibility of the President as Commander in Chief, the JCS undertook the coordination and strategic direction of the Army and Navy.

Initially the American JCS consisted of three men: the Army Chief of Staff, the Commanding General of the Army Air Forces, and the Commander in Chief of the U.S. Fleet and Chief of Naval Operations. Soon after the JCS assumed direction of the war, the Chief of Staff to the Commander in Chief of the Army and Navy, or the chairman of the JCS, was added to serve as “go-between” with the President and the Service Chiefs. Throughout World War II, the JCS operated without a formal charter on the assumption that such a charter might inhibit the Joint Chiefs from doing what was necessary to win the war. In fact, the JCS owed its World War II existence and powers solely to letters exchanged by the Service Chiefs of the Army and Navy.

The National Security Act of 1947, which established the National Security Council and created the Air Force as a separate military department, legitimized the Joint Chiefs of Staff by establishing it as a permanent organization within the national defense establishment and by providing it with a joint staff of a hundred officers. This act designated the Joint Chiefs as the principal military advisors to the President and the Secretary of Defense and gave them several general responsibilities and prerogatives. The chiefs were directed to prepare joint strategic and logistic plans for the Services and were given the authority to assign logistic responsibilities to the Services, to establish unified commands, and to formulate training and educational policies for the Armed Services.

SOURCE: Korb, Lawrence J., *The Joint Chiefs of Staff: The First Twenty-five Years*, Bloomington: Indiana University Press, 1976

their respective Service Secretary regarding **military advice** rendered by members of the Joint Chiefs of Staff on matters affecting their Military Department.

i. The **duties** of the Service Chiefs as members of the Joint Chiefs of Staff **take precedence** over all their other duties.

j. After first informing the Secretary of Defense, a member of the Joint Chiefs of Staff may make such **recommendations to Congress** relating to the Department of Defense as the member may consider appropriate.

k. When there is a **vacancy** in the office of the Chairman of the Joint Chiefs of Staff, or in the **absence** or **disability** of the Chairman, **the Vice Chairman acts as and performs the duties of the Chairman** until a successor is appointed or the absence or disability ceases.

l. When there is a **vacancy** in the offices of both the Chairman and Vice Chairman of the Joint Chiefs of Staff, in the **absence** or **disability of both** the Chairman and the Vice Chairman, or when there is a vacancy in one such office and in the absence or disability of the officer holding the other, **the President will designate another member of the Joint Chiefs of Staff to act as and perform the duties of the Chairman** until a successor to the Chairman or Vice Chairman is appointed or the absence or disability of the Chairman or Vice Chairman ceases.

m. The Commandant of the Coast Guard is a Service Chief but not a member of the Joint Chiefs of Staff. When appropriate, the Commandant of the Coast Guard may be invited by the Chairman of the Joint Chiefs of Staff or the Service Chiefs to participate in meetings or to discuss matters of mutual interest to the Coast Guard and the other Services.

7. Chairman of the Joint Chiefs of Staff

a. The Chairman of the Joint Chiefs of Staff is **appointed by the President**, by and with the advice and consent of the Senate, from the officers of the regular component of the United States Armed Forces.

b. The Chairman of the Joint Chiefs of Staff **arranges for military advice, as appropriate, to be provided to all offices** of the Secretary of Defense.

c. While holding office, the **Chairman of the Joint Chiefs of Staff outranks all other officers of the Armed Forces**. The Chairman, however, **may not exercise military command** over the combatant commanders, Joint Chiefs of Staff, or any of the Armed Forces.

d. The Chairman of the Joint Chiefs of Staff acts as the **spokesman for the combatant commanders**, especially on the operational requirements of their commands. These commanders will send their reports to the Chairman, who will channel them to the Secretary of Defense, subject to the direction of the Secretary of Defense, so that the Chairman may better incorporate the views of these commanders in advice to the **President** and the **Secretary of Defense**. The Chairman also communicates, as appropriate, the combatant commanders' requirements to other elements of the Department of Defense.

e. The **Chairman of the Joint Chiefs of Staff assists** the President and the Secretary of Defense in performing their **command functions**. The Chairman **transmits their orders** to the combatant commanders as directed by the NCA and **coordinates all communications** in matters of joint interest addressed to the combatant commanders by other authority.

f. In addition to other duties as a member of the Joint Chiefs of Staff, **the Chairman will**, subject to the authority, direction, and control of the President and the Secretary of Defense:

- **Preside** over the Joint Chiefs of Staff;
- **Provide an agenda for each meeting** of the Joint Chiefs of Staff (including, as the Chairman considers appropriate, any subject for the agenda recommended by any other member of the Joint Chiefs of Staff);
- **Assist the Joint Chiefs of Staff** in carrying out their business as promptly as practicable; and
- **Determine when issues** under consideration by the Joint Chiefs of Staff will be **decided**.

g. In performing CJCS functions, duties, and responsibilities including those enumerated above, **the Chairman will**:

- **Convene regular meetings** of the Joint Chiefs of Staff; and
- As appropriate, **consult with and seek the advice** of the other members of the Joint Chiefs of Staff, collectively or individually, and of the combatant commanders.

h. Subject to the direction, authority, and control of the President and the Secretary of Defense, **the Chairman of the Joint Chiefs of Staff has the following responsibilities.**

- **Prepare military strategy and assessments** of the associated risks. These will include the following.
 - **A military strategy** to support national security objectives within policy and resource-level guidance provided by

the Secretary of Defense. Such strategy will include broad military options prepared by the Chairman with the advice of the Joint Chiefs of Staff and the combatant commanders.

- **Net assessments** to determine the capabilities of the Armed Forces of the United States and its allies as compared to those of potential adversaries.
- **Perform duties**, as assigned by the President, **to assist the President and the Secretary of Defense** in performing their command functions.
- Assist the President and the Secretary of Defense in **providing for the strategic direction** of the Armed Forces, including the direction of operations conducted by the combatant commanders.
- **Prepare strategic plans**, including plans that conform with resource levels projected by the Secretary of Defense to be available for the period of time for which the plans are to be effective.
- **Advise the Secretary of Defense** on the preparation of policy guidance for the preparation and review of operation and campaign plans.
- Provide for the **preparation and review of joint operation plans** that conform to policy guidance from the President and the Secretary of Defense.
- **Prepare joint logistic and mobility plans** to support those **joint operation plans** and recommend the assignment of logistic and mobility responsibilities to the Armed Forces in accordance with those logistic and mobility plans. Ascertain the logistic support available to execute the **joint operation and campaign plans** of the combatant commanders. Review and recommend

to the Secretary of Defense appropriate logistic guidance for the Military Services that, if implemented, will result in logistic readiness consistent with approved plans.

- **Advise the Secretary of Defense on critical deficiencies and strengths in force capabilities** (including manpower, logistic, and mobility support) identified during the preparation and review of **joint** operation plans and assess the effect of such deficiencies and strengths on meeting national security objectives, policy, and strategic plans.
- **Establish and maintain a uniform system of evaluating the preparedness of each combatant command** to carry out their assigned missions.
- **Advise the Secretary of Defense on the priorities of the requirements**, especially operational requirements, identified by the combatant commanders.
- Advise and assist the Secretary of Defense concerning the **preparation of annual policy guidance** to be provided to the heads of DOD components for the preparation and review of program recommendations and budget proposals of their respective components.
- Advise the Secretary of Defense on the extent to which the **program recommendations and budget proposals** of the Military Departments and other DOD components **conform with the priorities** established in strategic plans and with the priorities established for the requirements of the combatant commanders.
- Submit to the Secretary of Defense **alternative program recommendations and budget proposals**, within projected resource levels and guidance provided by

the Secretary of Defense, to achieve greater conformity with the priorities established in strategic plans and the requirements priorities of the combatant commanders.

- **Recommend a budget proposal** for activities of each combatant command. Activities for which funding may be requested in such a proposal include:
 - Joint exercises;
 - Force training;
 - Contingencies; and
 - Selected operations.
- Advise the Secretary of Defense on the extent to which the **major programs and policies** of the Armed Forces in the area of manpower **conform with strategic plans**.
- **Develop and establish doctrine for all aspects** of the joint employment of the Armed Forces.
- **Formulate policies** for the **joint training** of the Armed Forces.
- **Formulate policies** for **coordinating the military education and training** of members of the Armed Forces.
- Provide for **representation of the United States on the Military Staff Committee of the UN** in accordance with the Charter of the UN.
- Submit to the Secretary of Defense, not less than once every 3 years, a **report** containing such **recommendations for changes** in the assignment of **roles and functions** of the Services and changes in the **assignment of missions** of the combatant commanders as the Chairman

of the Joint Chiefs of Staff considers necessary to achieve maximum effectiveness of the Armed Forces.

- Prepare **integrated plans for military mobilization**.
- Subject to the direction **of the President, attend and participate in meetings of the NSC**.
- Advise and assist the President and the Secretary of Defense on **establishing combatant commands** to perform military missions and on **prescribing the force structure** of those commands.
- Periodically (not less than every 2 years) **review the missions, responsibilities (including geographic boundaries), and force structure of each combatant command**, and **recommend** to the President through the Secretary of Defense any **changes** to missions, responsibilities, and force structures as may be necessary.
- **Oversee the activities** of the combatant commands.
- **Serve as the spokesman for combatant commanders**, especially on the operational requirements of their commands. In performing this function, the Chairman of the Joint Chiefs of Staff will:
 - Confer with and obtain information from the combatant commanders with respect to the requirements of their commands;
 - Evaluate and integrate this information;
 - Advise and make recommendations to the Secretary of Defense with respect

to the requirements of those commands, individually and collectively; and

- Communicate, as appropriate, those requirements to other elements of the Department of Defense.
- **Review the plans and programs of combatant commanders to determine their adequacy, consistency, acceptability, and feasibility** for the performance of assigned missions.
- Advise and assist the Secretary of Defense on measures to provide for the **administration and support of forces** assigned to each combatant command.
- Determine the **headquarters support**, such as facilities, personnel, and communications, required by combatant commanders and recommend the assignment to the Military Departments of the responsibilities for providing such support.
- Provide **guidance and direction** to the combatant commanders on aspects of **C2** that relate to the conduct of operations.
- **Provide military guidance** to the Military Departments, Military Services, and Defense agencies in the preparation of their respective detailed plans.
- Participate, as directed, in the **preparation of multinational plans** for military action in conjunction with the Armed Forces of other nations.
- **Prepare and submit** to the Secretary of Defense, for consideration in connection with the preparation of budgets, **statements of military requirements** based on US strategic considerations, current national security policy, and strategic plans. These statements of

requirements include tasks, priority of tasks, force requirements, and general strategic guidance for developing military installations and bases and for equipping and maintaining military forces.

- **Assess military requirements** for defense acquisition programs.
- Advise and assist the Secretary of Defense in **research and engineering matters** by preparing the following:
 - Statements of broad strategic guidance to be used in the preparation of an integrated DOD program;
 - Statements of overall military requirements;
 - Statements of the relative military importance of development activities to meet the needs of the combatant commanders; and
 - Recommendations for the assignment of specific new weapons to the Armed Forces.
- Prepare and submit to the Secretary of Defense, for information and consideration, general strategic guidance for the **development of industrial and manpower mobilization programs**.
- Prepare and submit to the Secretary of Defense military guidance for use in the **development of security assistance programs** and other actions relating to foreign military forces, including recommendations for allied military forces, materiel, and facilities requirements related to US strategic objectives, current national security policy, strategic plans, and the implementation of approved programs;

and to make recommendations to the Secretary of Defense, as necessary, for keeping the Military Assistance Program aligned with agreed strategic concepts.

- **Manage**, for the Secretary of Defense, **the National Military Command System (NMCS)**, to meet the needs of the NCA and the Joint Chiefs of Staff and establish operational policies and procedures for all components of the NMCS and ensure their implementation.
- **Provide overall supervision** of those Defense agencies and DOD field activities assigned to the Chairman of the Joint Chiefs of Staff by the Secretary of Defense. Advise the Secretary of Defense on the extent to which the program recommendations and budget proposals of a Defense agency or DOD field activity, for which the Chairman has been assigned overall supervision, conform with the requirements of the Military Departments and of the combatant commands.
- Periodically (not less than every 2 years) **report** to the Secretary of Defense on the **responsiveness and readiness of designated combat support agencies**. Those include the following.
 - Defense Contract Management Agency.
 - Defense Information Systems Agency.
 - Defense Intelligence Agency (DIA).
 - DLA.
 - National Imagery and Mapping Agency (NIMA).
 - National Security Agency.

- Defense Threat Reduction Agency (DTRA).
- Any other Defense agency designated as a combat support agency by the Secretary of Defense.
- Provide for the **participation of combat support agencies in joint training exercises**, assess their performance, and take steps to provide for changes to improve their performance.
- **Develop a uniform readiness reporting system** for reporting the readiness of combat support agencies.
- Identify deficiencies in the capabilities of the DIA and the National Security Agency to the Secretary of Defense so that necessary policy and programs can be implemented to correct deficiencies.
- Oversee military aspects of the **activities of DTRA**.
- Advise the Secretary of Defense on requirements and priorities for geospatial information and services, and provide guidance to NIMA and the combatant commands to serve as the basis for relationships between these organizations.
- **Select officers to serve on the Joint Staff**. The Chairman of the Joint Chiefs of Staff may suspend from duty and recommend the reassignment of any officer assigned to the Joint Staff.
- Exercise **exclusive direction** of the Joint Staff.
- Advise and assist the Secretary of Defense on the establishment and review of **joint duty positions**, including those designated as critical joint duty positions.
- Advise the Secretary of Defense on **establishing career guidelines** for officers with the joint specialty and on procedures for overseeing the careers, including promotions and career assignments, of officers with the joint specialty and other officers who serve in joint duty assignments.
- Advise and assist the Secretary of Defense on the periodic review, accreditation, and revision of the **curriculum** of each professional **military education school** to enhance the education and training of officers in joint matters.
- Advise and assist the Secretary of Defense in **preparing guidelines** to be furnished to the Secretaries of the Military Departments for ensuring that specified officer promotion boards give appropriate consideration to the performance of officers who are serving, or have served, in joint duty assignments.
- **Designate at least one officer** currently serving in a joint duty assignment to each **officer promotion board** that will consider officers who are serving or have served in a joint duty assignment. (The Secretary of Defense may waive this requirement in the case of any selection board of the Marine Corps.)
- **Review the reports of selection boards** that consider for promotion officers serving, or having served, in joint duty assignments in accordance with guidelines furnished by the Secretary of Defense and return the reports with determinations and comments to the Secretary of the appropriate Military Department.
- Submit to the Secretary of Defense an **evaluation of the joint duty**

performance of officers recommended for an initial appointment to the grade of lieutenant general or vice admiral, or initial appointment as general or admiral.

- **Prescribe the duties and functions of the Vice Chairman** with the approval of the Secretary of Defense.
- **Appoint consultants to the Joint Staff** from outside the Department of Defense, subject to the approval of the Secretary of Defense.
- **Perform such other duties** as the President or the Secretary of Defense may prescribe.

8. Vice Chairman of the Joint Chiefs of Staff

a. The Vice Chairman of the Joint Chiefs of Staff is **appointed by the President**, by and with the advice and consent of the Senate, from the officers of the regular components of the United States Armed Forces.

b. The Vice Chairman holds the grade of general or admiral and **outranks all other officers of the Armed Forces except the Chairman of the Joint Chiefs of Staff**. The Vice Chairman **may not exercise military command** over the Joint Chiefs of Staff, or any of the Armed Forces.

c. The Vice Chairman **performs the duties prescribed as a member of the Joint Chiefs of Staff** and such other duties and functions as may be **prescribed by the Chairman of the Joint Chiefs of Staff** with the approval of the Secretary of Defense.

d. When there is a vacancy in the office of the Chairman of the Joint Chiefs of Staff, or in the absence or disability of the Chairman, **the Vice Chairman acts as and performs the duties of the Chairman** until a successor is appointed or the absence or disability ceases.

e. The Vice Chairman is a member of the Joint Nuclear Weapons Council, is the Vice Chairman of the Defense Acquisition Board, and may be delegated by the Chairman of the Joint Chiefs of Staff to act as **the Chairman of the Joint Requirements Oversight Council**.

9. The Joint Staff

a. The Joint Staff is under the **exclusive authority, direction, and control of the Chairman of the Joint Chiefs of Staff**. The Joint Staff will perform duties using procedures that the Chairman prescribes to assist the Chairman and the other members of the Joint Chiefs of Staff in carrying out their responsibilities.

b. The Joint Staff includes **officers selected in proportional numbers** from the Army, Navy and Marine Corps, and Air Force. Coast Guard officers may also serve on the Joint Staff.

c. **Selection of officers** to serve on the Joint Staff **is made by the Chairman of the Joint Chiefs of Staff** from a list of officers **submitted** by the Services. Each officer whose name is submitted must be among those officers considered to be the **most outstanding officers of that Service**. The Chairman may specify the number of officers to be included on such a list.

d. After coordination with the other members of the Joint Chiefs of Staff and with the approval of the Secretary of Defense, the Chairman of the Joint Chiefs of Staff may **select a Director, Joint Staff**.

e. **The Chairman of the Joint Chiefs of Staff manages the Joint Staff and its Director.**

f. The Joint Staff will not operate or be organized as an overall Armed Forces General Staff and will have **no executive authority**.

The Joint Staff is **organized and operates along conventional staff lines** to support the Chairman and the other members of the Joint Chiefs of Staff in discharging their assigned responsibilities. In addition, the Joint Staff is the focal point for the Chairman to ensure that **comments and concerns of the combatant commanders** are **well represented** and **advocated** during all levels of coordination.

SECTION C. COMMON FUNCTIONS OF THE MILITARY DEPARTMENTS AND SERVICES

10. Common Functions of the Military Departments

Subject to the authority, direction, and control of the Secretary of Defense and subject to the provisions of Chapter 6, title 10, United States Code (USC), the **functions of the Military Departments**, under their respective Secretaries, are prescribed by DOD Directive (DODD) 5100.1, *Functions of the Department of Defense and Its Major Components*, and shown in Figure II-2.

11. Common Functions of the Military Services and the United States Special Operations Command

a. Subject to the authority, direction, and control of the Secretary of Defense and subject to the provisions of title 10, USC, chapter 6, **the Army, Navy, Marine Corps, and Air Force**, under their respective Secretaries, are responsible for **the functions prescribed in detail in DODD 5100.1, *Functions of the Department of Defense and Its Major Components***. Specific Service functions also are delineated in that directive.

b. USSOCOM is unique among the combatant commands in that it performs

certain Service-like functions (under title 10, USC, chapter 6), including the following.

- Train, equip, and provide combat-ready special operations forces (SOF) to the other combatant commands and, when directed by the NCA, conduct selected special operations (SO). USSOCOM's role in equipping SOF is generally limited to SO-peculiar equipment and supplies.
- Develop strategy, doctrine, and tactics, techniques, and procedures for SOF, to include psychological operations (PSYOP) and civil affairs (CA). (Note: Joint doctrine and JTTP are developed under the procedures approved by the Chairman of the Joint Chiefs of Staff.)
- Prepare and submit to the Secretary of Defense program recommendations and budget proposals for SOF and other forces assigned to USSOCOM.

SECTION D. FUNCTIONS OF THE COMBATANT COMMANDERS

12. General

Geographic combatant commanders are assigned a geographic AOR by the NCA. **Functional combatant commanders** support geographic combatant commanders, conduct operations in direct support of the NCA, and may be designated by the NCA as the supported combatant commander for an operation. Unless otherwise directed by the President or the Secretary of Defense, the **authority, direction, and control of the commander of a combatant command**, with respect to the commands and the forces assigned to that command, are shown in Figure II-3.

COMMON FUNCTIONS OF THE MILITARY DEPARTMENTS

- To prepare forces and establish reserves of manpower, equipment, and supplies for the effective prosecution of war and military operations other than war and plan for the expansion of peacetime components to meet the needs of war.
- To maintain in readiness mobile reserve forces, properly organized, trained, and equipped for employment in an emergency.
- To provide adequate, timely, and reliable intelligence and counterintelligence for the Military Departments and other agencies as directed by competent authority.
- To recruit, organize, train, and equip interoperable forces for assignment to combatant commands.
- To prepare and submit programs and budgets for their respective departments; justify before Congress budget requests as approved by the President; and administer the funds made available for maintaining, equipping, and training the forces of their respective departments, including those assigned to combatant commands. The budget submissions to the Secretary of Defense by the Military Departments will be prepared on the basis, among other things, of recommendations of combatant commanders and of Service component commanders of forces assigned to combatant commands.
- To conduct research; develop tactics, techniques, and organization; and develop and procure weapons, equipment, and supplies essential to the fulfillment of the functions assigned by Chapter 6, title 10, United States Code and by Department of Defense Directive 5100.1, *Functions of the Department of Defense and Its Major Components*.
- To develop, garrison, supply, equip, and maintain bases and other installations, including lines of communications, and to provide administrative and logistic support for all forces and bases unless otherwise directed by the Secretary of Defense.
- To provide, as directed, such forces, military missions, and detachments for service in foreign countries as may be required to support the national interest of the United States.
- To assist in training and equipping the military forces of foreign nations.
- To provide, as directed, administrative and logistic support to the headquarters of combatant commands, to include direct support of the development and acquisition of the command and control system of such headquarters.
- To assist each other in the accomplishment of their respective functions, including the provisions of personnel, intelligence, training, facilities, equipment, supplies, and services.
- To prepare and submit, in coordination with other Military Departments, mobilization information to the Joint Chiefs of Staff.

Figure II-2. Common Functions of the Military Departments

GENERAL FUNCTIONS OF A COMBATANT COMMANDER

- Giving authoritative direction to subordinate commands and forces necessary to carry out missions assigned to the command, including authoritative direction over all aspects of military operations, joint training, and logistics.
- Prescribing the chain of command to the commands and forces within the command.
- Organizing commands and forces within that command as necessary to carry out missions assigned to the command.
- Employing forces within that command as necessary to carry out missions assigned to the command.
- Assigning command functions to subordinate commanders.
- Coordinating and approving those aspects of administration, support (including control of resources and equipment, internal organization, and training), and discipline necessary to carry out missions assigned to the command.
- Exercising the authority with respect to selecting subordinate commanders, selecting combatant command staff, suspending subordinates, and convening courts-martial as delineated in title 10, US Code, section 164.

Figure II-3. General Functions of a Combatant Commander

13. Assigned Responsibilities

a. **The Commander in Chief, US Joint Forces Command (USCINCFJCOM)** is the lead joint force integrator and trainer. USCINCFJCOM, among other responsibilities, serves as the DOD executive agent for joint warfighting experimentation; supports the joint doctrine development program; serves as the joint force provider of its assigned continental United States (CONUS)-based forces; provides, within CONUS, military assistance to civil authorities including

consequence management operations in response to nuclear, radiological, chemical, or biological weapons of mass destruction incidents; and plans for the land defense of CONUS, domestic support operations to assist government agencies, and the binational Canada-US land and maritime defense of the Canada-US region.

b. **The Commanders in Chief, US Central Command, US European Command, US Pacific Command, US Southern Command, and US Joint Forces**

Command are each assigned a geographic AOR within which their missions are accomplished with assigned and/or attached forces. Forces under the direction of the President or the Secretary of Defense may conduct operations **from or within any geographic area** as required for accomplishing assigned tasks, as mutually agreed by the commanders concerned or as specifically directed by the President or the Secretary of Defense.

c. **Commander in Chief, United States Special Operations Command (USCINCSOC)** provides combat-ready SOF to other combatant commands and, if directed by the NCA, exercises command of selected SO missions.

- USCINCSOC exercises COCOM of all Active and Reserve Component SOF, US Army PSYOP forces, and CA (except for Marine Corps Reserve Civil Affairs Groups) stationed in CONUS. Most SO within a geographic combatant commander's AOR are conducted by the designated theater SO command or a joint SO task force formed temporarily to conduct SO in a specific operational area or to prosecute SO in support of a theater campaign or other operations.
- USCINCSOC exercises authority, direction, and control over the expenditure of funds for forces assigned to USSOCOM and SO forces assigned to other combatant commands. (Note: This authority extends to the development and acquisitions of SO-peculiar equipment, the acquisition of SO-peculiar material, supplies, and services, and other expenditures directed by the Secretary of Defense.)

d. **The Commander in Chief, US Space Command (USCINCSpace)** conducts space operations, including support of

strategic ballistic missile defense for the United States and missile warning and space surveillance in support of US agreements with North American Aerospace Defense Command (NORAD). USCINCSpace also is the Commander, US Element, NORAD, and normally is designated the commander in chief of the binational command of the United States and Canada. (**NOTE: Commander in Chief, North American Aerospace Defense Command (CINCNORAD)** is not a combatant commander but, when also acting as Commander US Element NORAD, does exercise COCOM over US forces made available in the "Forces for Unified Commands" memorandum. CINCNORAD provides aerospace warning for North America, to include integrated tactical warning and threat assessment as well as aerospace control of North America.) US Space Command also serves as the military lead for computer network defense (CND) and computer network attack (CNA), to include advocating the CND and CNA requirements for all combatant commanders, conducting CND and CNA operations, and planning and developing national requirements for CND and CNA.

e. **The Commander in Chief, US Strategic Command** is responsible primarily for strategic nuclear forces to support the national objective of strategic deterrence.

f. **The Commander in Chief, US Transportation Command (USCINCTrans)** is the single manager for defense transportation. USCINCTrans provides global transportation management of common-user air, land, and sea transportation for the Department of Defense by employing an integrated transportation system across the range of military operations both in peace and war. USCINCTrans is the DOD-designated single port manager for all common-user aerial and sea ports worldwide.

USCINCTRANS is also the single manager for patient movement, other than for intratheater patient movement.

For further detail concerning combatant commanders' assigned responsibilities, refer to the UCP.

14. Additional Authority

If a combatant commander at any time considers his or her authority, direction, or control with respect to any of the commands or forces assigned to his or her command to be **insufficient to command effectively**, the commander will **promptly inform the Secretary of Defense** through the Chairman of the Joint Chiefs of Staff.

15. Authority Over Subordinate Commanders

Unless otherwise directed by the President or the Secretary of Defense, **commanders of the combatant commands exercise authority over subordinate commanders as follows.**

a. Commanders of commands and forces assigned to a combatant command are under the **authority, direction, and control of, and are responsible to, the commander of the combatant command** on all matters for

which the commander of the combatant command has been assigned authority as outlined in paragraph 13.

b. The **commander of a command or force** assigned to a commander of a combatant command will **communicate with other elements of the Department of Defense** on any matter for which the commander of the combatant command has been assigned authority **in accordance with procedures, if any, established by the commander of the combatant command.**

c. **Other elements of the Department of Defense will communicate with the commander of a command or force** assigned to a commander of a combatant command on any manner for which the commander of the combatant command has been assigned authority **in accordance with procedures, if any, established by the commander of the combatant command.**

d. The commander of a subordinate command or force will **advise the commander of the combatant command**, if so directed, of **all communications** to and from other elements of the Department of Defense on any matter for which the commander of the combatant command has not been assigned authority.

CHAPTER III

DOCTRINE AND POLICY FOR JOINT COMMAND AND CONTROL

“Nothing is so important in war as an undivided command.”

Napoleon I: *Maxims of War*

SECTION A. COMMAND RELATIONSHIPS

1. General Principles

a. **Command.** Command is central to all military action, and unity of command is central to unity of effort. Inherent in command is the **authority that a military commander lawfully exercises over subordinates** and confers authority to assign missions and to demand accountability for their attainment. Although commanders may **delegate authority** to accomplish missions, they may not absolve themselves of the **responsibility for the attainment of these missions**. Authority is never absolute; the extent of authority is specified by the establishing authority, directives, and law.

b. **Command and Staff.** JFCs are provided **staffs to assist them in the decisionmaking and execution process**. The staff is an extension of the commander; **its sole function is command support**, and its authority is delegated to it by the commander. A properly trained and directed staff will free the commander to devote more attention to directing subordinate commanders and maintaining a picture of the situation as a whole. The staff should be composed of the **smallest number** of qualified personnel who can do the job.

- **“Command channel”** is the term used to describe the chain of command through which command is exercised.

- **“Staff channel”** is the term used to describe the channel by which commanders interact with staffs. It also describes the channel by which staff officers contact their counterparts at higher, adjacent, and subordinate headquarters. These staff-to-staff contacts are for coordination and cooperation only. Higher headquarters staff officers exercise no independent authority over subordinate headquarters staffs, although staff officers normally honor requests for information.

c. **Levels of Authority.** The authority vested in a commander must be commensurate with the responsibility assigned. **Levels of authority include the four types of command relationships — COCOM, OPCON, TACON, and support.** The other types of authority are coordinating authority, ADCON, and direct liaison authorized (DIRLAUTH). An overview of command relationships is shown in Figure III-1.

d. **Unity of Command.** Unity of command means all forces operate under a single commander with the requisite authority to direct all forces employed in pursuit of a common purpose. It is the foundation for trust, coordination, and teamwork necessary for unified action and requires **clear delineation of responsibility** among commanders up, down, and laterally.

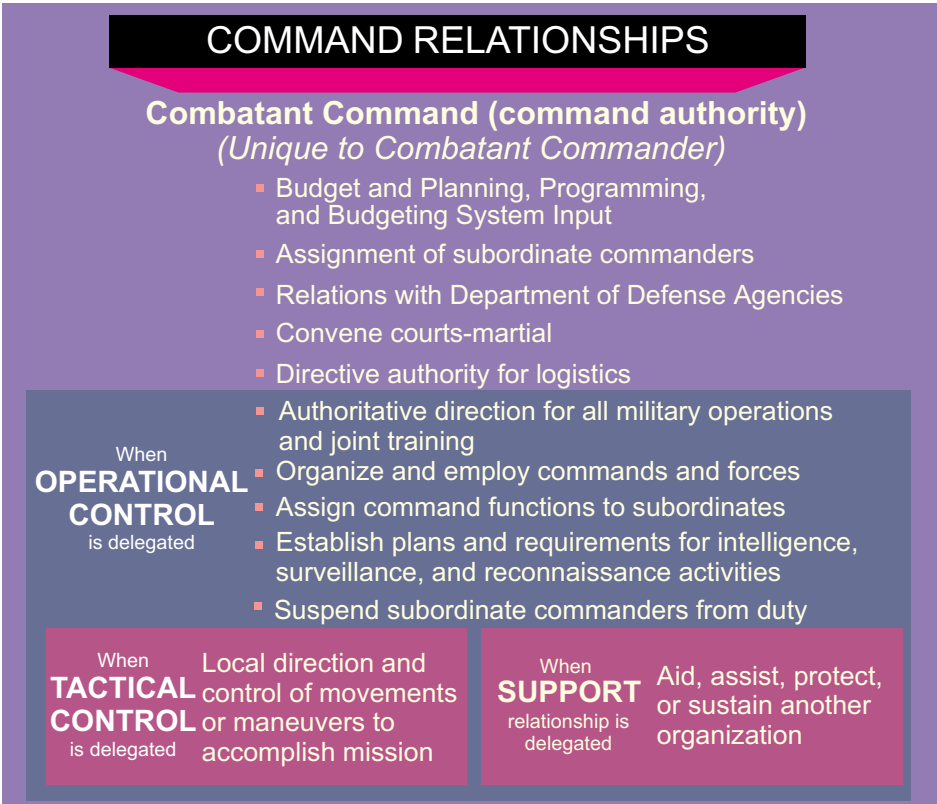


Figure III-1. Command Relationships

2. Command Relationships and Assignment and Transfer of Forces

All forces under the jurisdiction of the Secretaries of the Military Departments (except as noted in title 10, USC, section 162) are assigned to combatant commands by the Secretary of Defense’s “**Forces for Unified Commands**” memorandum. A force assigned or attached to a combatant command may be transferred from that command as directed by the Secretary of Defense and under procedures prescribed by the Secretary of Defense and approved by the President. The command relationship the gaining commander will exercise (and the losing commander will relinquish) will be specified by the Secretary of Defense. Establishing authorities for subordinate unified commands

and JTFs may direct the assignment or attachment of their forces to those subordinate commands and delegate the command relationship as appropriate (see Figure III-2).

a. **The combatant commander exercises COCOM** over forces assigned or reassigned by the NCA. Subordinate JFCs will exercise OPCON over assigned or reassigned forces. Forces are assigned or reassigned when the transfer of forces will be permanent or for an unknown period of time, or when the broadest level of C2 is required or desired. **OPCON** of assigned forces **is inherent in COCOM** and may be delegated within the combatant command by the combatant commander.

b. **The combatant commander normally exercises OPCON** over forces attached by the NCA. Forces are attached when the

ASSIGNMENT AND TRANSFER OF FORCES TO A JOINT FORCE

- Forces, not command relationships, are transferred between commands. When forces are transferred, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over those forces must be specified.
- When transfer of forces to a joint force will be permanent (or for an unknown but long period of time) the forces should be reassigned. Combatant commanders will exercise combatant command (command authority) and subordinate joint force commanders (JFCs) will exercise operational control (OPCON) over reassigned forces.
- When transfer of forces to a joint force will be temporary, the forces will be attached to the gaining command and JFCs will normally exercise OPCON over the attached forces.
- Establishing authorities for subordinate unified commands and joint task forces direct the assignment or attachment of their forces to those subordinate commands as appropriate.

Figure III-2. Assignment and Transfer of Forces to a Joint Force

transfer of forces will be temporary. Establishing authorities for subordinate unified commands and JTFs normally will direct the delegation of OPCON over forces attached to those subordinate commands.

c. In accordance with the “Forces for Unified Commands” memorandum and the UCP, except as otherwise directed by the President or the Secretary of Defense, all forces operating within the geographic area assigned to a combatant command shall be **assigned or attached to, and under the command of, the commander of that command.** Transient forces do not come under the chain of command of the area commander solely by their movement across operational area boundaries, except when the

combatant commander is exercising TACON authority for force protection purposes.

3. Combatant Command (Command Authority)

COCOM is the **command authority over assigned forces vested only in the commanders of combatant commands** by title 10, USC, section 164 (or as **directed by the President** in the UCP) and cannot be delegated or transferred.

a. **Basic Authority.** COCOM is the **authority of a combatant commander to perform those functions of command over assigned forces** involving organizing and employing commands and forces, assigning

tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training (or in the case of USSOCOM, training of assigned forces), and logistics necessary to accomplish the missions assigned to the command. COCOM should be **exercised through the commanders of subordinate organizations**. Normally, this authority is exercised through subordinate JFCs and Service and/or functional component commanders. COCOM provides **full authority to organize and employ commands** and forces as the combatant commander considers necessary to accomplish assigned missions.

b. COCOM includes the authority to perform the following.

- **Exercise or delegate OPCON** of assigned or attached forces, as described in paragraph 4 below.
- **Exercise directive authority for logistic matters** (or delegate directive authority for a common support capability).
- **Give authoritative direction to subordinate commands and forces** necessary to carry out missions assigned to the command, including authoritative direction over all aspects of military operations, joint training, and logistics.
- **Coordinate the boundaries of geographic areas** specified in the UCP with other combatant commanders and inform USG agencies or organizations of other countries in the AOR, as necessary, to prevent both duplication of effort and lack of adequate control of operations in the delineated areas.
- Unless otherwise directed by the Secretary of Defense, **function** as the **US military single point of contact** and **exercise directive authority over all elements of the command** in relationships with other

combatant commands, DOD elements, US diplomatic missions, other US agencies, and organizations of other countries in the AOR (if assigned). Whenever a combatant commander undertakes exercises, operations, or other activities with the military forces of nations in another combatant commander's AOR, those exercises, operations, and activities and their attendant command relationships will be mutually agreed to between the commanders.

- **Determine those matters** relating to the exercise of COCOM **in which subordinates must communicate with agencies external** to the combatant command **through the combatant commander**.
- Coordinate with subordinate commands and components and **approve those aspects of administration and support** (including control of resources and equipment, internal organization, and training), **and discipline necessary to carry out missions assigned to the command**.
- **Establish personnel policies** to ensure proper and uniform standards of military conduct.
- **Participate in the development and acquisition of the command's command, control, communications, and computer (C4) systems and direct their operation**.
- **Submit recommendations** through the Chairman of the Joint Chiefs of Staff to the Secretary of Defense concerning the content of **guidance** affecting the **strategy** and/or **fielding of joint forces**.
- **Participate in the Planning, Programming, and Budgeting System**, as follows.

- **Submit** to the Chairman of the Joint Chiefs of Staff **comments and recommendations** to be used in planning the proposed DOD policy, strategy, and force guidance for programming.

- **Provide guidance** to subordinate commands and components on warfighting **requirements and priorities** for addressing their program and budget requests to the respective Military Departments.

- **Provide an integrated priority list** of essential warfighting requirements prioritized across Service and functional lines for consideration by the Secretaries of the Military Departments, USCINCSOC, the Chairman of the Joint Chiefs of Staff, and the Secretary of Defense in developing the DOD program and budget.

- **Review reports from subordinate component commanders** on the degree to which their program and budget requests meet the warfighting requirements of the command. Combatant commanders may communicate directly with the Secretaries of the Military Departments, USCINCSOC, the Chairman of the Joint Chiefs of Staff, and the Secretary of Defense through the Chairman of the Joint Chiefs of Staff concerning their assessments of operational capability deficiencies associated with program and budget requests.

- **Review and provide comments and recommendations** on the degree to which Service and Defense agencies' programs satisfy warfighting requirements to the Chairman of the Joint Chiefs of Staff and the Secretary of Defense through the Chairman of the Joint Chiefs of Staff.

- **Assess the impact of Office of the Secretary of Defense program and budget decisions** and **provide recommendations** to the Chairman of the Joint Chiefs of Staff and the Secretary of Defense through the Chairman of the Joint Chiefs of Staff.

- As directed by the Secretary of Defense, **prepare and submit budget proposals** to the Chairman of the Joint Chiefs of Staff for activities of the command.

- **Participate in the Joint Strategic Planning System (JSPS) and the Joint Operation Planning and Execution System (JOPES).** Combatant commanders' comments are critical to ensuring that warfighting and peacetime operational concerns are emphasized in all JSPS and JOPES documents.

- **Concur in the assignment** (or recommendation for assignment) **of officers as commanders** directly subordinate to the combatant commander and to positions on the combatant command staff. **Suspend from duty and recommend reassignment, when appropriate,** of any subordinate officer assigned to the combatant command.

- **Convene general courts-martial** in accordance with the Uniform Code of Military Justice (UCMJ).

- In accordance with laws and national and DOD policies, **establish plans, policies, programs, priorities, and overall requirements for C4 systems and the intelligence, surveillance, and reconnaissance (ISR) activities of the command.**

- c. When directed in the UCP or otherwise authorized by the Secretary of Defense, **the**

commander of US elements of a multinational command may exercise COCOM of those US forces assigned to that command.

d. **Directive Authority for Logistic Matters.** Commanders of combatant commands **exercise directive authority for logistics** and may delegate directive authority for a common support capability. The combatant commander may delegate directive authority for as many common support capabilities to a subordinate JFC as required to accomplish the subordinate JFC's assigned mission. For some commodities or support services common to two or more Services, one Service may be given responsibility for management based on DOD executive agent designations or regional agreements. The exercise of directive authority for logistics by a combatant commander includes the authority to issue directives to subordinate commanders, including peacetime measures necessary **to ensure** the following: **effective execution of approved operation plans; effectiveness and economy of operation; and prevention or elimination of unnecessary duplication of facilities and overlapping of functions among the Service component commands.**

- A combatant commander's **directive authority does not:**
 - Discontinue Service responsibility for logistic support;
 - Discourage coordination by consultation and agreement; or
 - Disrupt effective procedures or efficient use of facilities or organizations.
- Unless otherwise directed by the Secretary of Defense, the Military Departments and Services continue to have **responsibility for the logistic**

support of their forces assigned or attached to joint commands, subject to the following guidance.

•• **Under peacetime conditions**, the scope of the logistic authority exercised by the commander of a combatant command will be **consistent with the peacetime limitations** imposed by legislation, DOD policy or regulations, budgetary considerations, local conditions, and other specific conditions prescribed by the Secretary of Defense or the Chairman of the Joint Chiefs of Staff. Where these factors preclude execution of a combatant commander's directive by component commanders, the comments and recommendations of the combatant commander, together with the comments of the component commander concerned, normally will be referred to the appropriate Military Department for consideration. If the matter is not resolved in a timely manner with the appropriate Military Department, it will be referred by the combatant commander, through the Chairman of the Joint Chiefs of Staff, to the Secretary of Defense.

•• **Under crisis action, wartime conditions**, or where **critical situations** make diversion of the normal logistic process necessary, the logistic authority of combatant commanders enables them to **use all facilities and supplies of all forces assigned and/or attached to their commands as necessary for the accomplishment of their missions.** Joint logistic doctrine and policy developed by the Chairman of the Joint Chiefs of Staff establishes wartime logistic support guidance that will assist the combatant commander in conducting successful joint operations.

- A combatant commander will **exercise approval authority over Service**

logistic programs (base adjustments, force beddowns, and other aspects, as appropriate) within the command's AOR that will have **significant effects on operational capability or sustainability**. When the combatant commander does not concur with a proposed Service logistic program action and coordination between the combatant commander and the Service Chief fails to result in an arrangement suitable to all parties, the combatant commander may forward the issue through the Chairman of the Joint Chiefs of Staff to the Secretary of Defense for resolution.

4. Operational Control

OPCON is **the command authority that may be exercised by commanders at any echelon at or below the level of combatant command** and may be delegated within the command. When forces are transferred between combatant commands, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over these forces must be specified by the Secretary of Defense.

a. **Basic Authority.** OPCON is inherent in COCOM and is the **authority to perform those functions of command over subordinate forces** involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. OPCON includes **authoritative direction over all aspects of military operations and joint training necessary to accomplish missions** assigned to the command. It should be exercised through the commanders of subordinate organizations; normally, this authority is exercised through subordinate JFCs and Service and/or functional component commanders. OPCON normally provides full authority to **organize commands and forces**

and **employ those forces** as the commander considers necessary to accomplish assigned missions. **It does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training.** These elements of COCOM must be specifically delegated by the combatant commander. OPCON does include the authority to delineate functional responsibilities and operational areas of subordinate JFCs.

b. **Commanders of subordinate commands**, including JTFs, normally will be given **OPCON** of assigned or attached forces by the superior commander.

c. **OPCON conveys the authority for the following.**

- **Exercise or delegate** OPCON and TACON, **establish** support relationships among subordinates, and **designate** coordinating authorities.
- **Give direction** to subordinate commands and forces necessary to carry out missions assigned to the command, including authoritative direction over all aspects of military operations and joint training.
- **Prescribe** the chain of command to the commands and forces within the command.
- **Organize** subordinate commands and forces within the command as necessary to carry out missions assigned to the command.
- **Employ** forces within the command, as necessary, to carry out missions assigned to the command.
- **Assign** command functions to subordinate commanders.

- **Plan** for, deploy, direct, control, and coordinate the actions of subordinate forces.
- **Establish** plans, policies, priorities, and overall requirements for the ISR activities of the command.
- **Conduct** joint training and joint training exercises required to achieve effective employment of the forces of the command, in accordance with joint doctrine established by the Chairman of the Joint Chiefs of Staff, and establish training policies for joint operations required to accomplish the mission. This authority also applies to forces attached for purposes of joint exercises and training.
- **Suspend** from duty and recommend reassignment of any officer assigned to the command.
- **Assign** responsibilities to subordinate commanders for certain routine operational matters that require coordination of effort of two or more commanders.
- **Establish** an adequate system of control for local defense and delineate such operational areas for subordinate commanders as deemed desirable.
- **Delineate** functional responsibilities and geographic operational areas of subordinate commanders.

d. The Secretary of Defense may specify **adjustments to accommodate authorities beyond OPCON** in an establishing directive when forces are transferred between combatant commanders or when members and/or organizations are transferred from the Military Departments to a combatant command. Adjustments will be coordinated with the participating combatant commanders.

5. Tactical Control

TACON is the command authority over assigned or attached forces or commands, or military capability or forces made available for tasking, **that is limited to the detailed direction and control of movements or maneuvers** within the operational area necessary to accomplish assigned missions or tasks.

a. **Basic Authority.** TACON is inherent in OPCON and may be **delegated to and exercised by commanders** at any echelon **at or below the level of combatant command**. When forces are transferred between combatant commands, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over those forces must be specified by the Secretary of Defense.

b. TACON provides the authority to:

- **Give direction** for military operations; and
- **Control designated forces** (e.g., ground forces, aircraft sorties, missile launches, or satellite payload management).

c. TACON provides sufficient authority for **controlling and directing the application of force or tactical use of combat support assets within the assigned mission or task**. TACON does not provide organizational authority or authoritative direction for administrative and logistic support; the commander of the parent unit continues to exercise these authorities unless otherwise specified in the establishing directive.

d. TACON typically is exercised by **functional component commanders** over military capability or forces made available to the functional component for tasking.

6. Support

Support is a command authority. A support relationship is established by a superior commander between subordinate commanders when one organization should **aid, protect, complement, or sustain** another force.

a. **Basic Authority.** Support may be **exercised by commanders** at any echelon **at or below the level of combatant command**. This includes the NCA designating a support relationship between combatant commanders as well as within a combatant command. The designation of supporting relationships is important as it **conveys priorities** to commanders and staffs that are **planning or executing joint operations**. The support command relationship is, by design, a somewhat vague but very flexible arrangement. The establishing authority (the common superior commander) is responsible for ensuring that both the supported and supporting commander understand the degree of authority that the supported commander is granted.

b. The supported commander should ensure that the supporting commander **understands the assistance required**. The supporting commander will then **provide the assistance needed**, subject to the supporting commander's existing capabilities and other assigned tasks. When the supporting commander **cannot fulfill the needs** of the supported commander, **the establishing authority will be notified** by either the supported or the supporting commander. The establishing authority is responsible for determining a solution.

c. An **establishing directive** normally is issued to specify the purpose of the support relationship, the effect desired, and the scope of the action to be taken. It also should include:

- The forces and resources allocated to the supporting effort;
- The time, place, level, and duration of the supporting effort;
- The relative priority of the supporting effort;
- The authority, if any, of the supporting commander to modify the supporting effort in the event of exceptional opportunity or an emergency; and
- The degree of authority granted to the supported commander over the supporting effort.

d. Unless limited by the establishing directive, the **supported commander will have the authority to exercise general direction of the supporting effort**. General direction includes the designation and prioritization of targets or objectives, timing and duration of the supporting action, and other instructions necessary for coordination and efficiency.

e. **The supporting commander determines the forces, tactics, methods, procedures, and communications** to be employed in providing this support. The supporting commander will advise and coordinate with the supported commander on matters concerning the **employment and limitations** (e.g., logistics) of such support, assist in planning for the **integration** of such support into the supported commander's effort as a whole, and ensure that support **requirements** are appropriately communicated within the supporting commander's organization.

f. The supporting commander has the responsibility to **ascertain the needs** of the supported force and **take action to fulfill**

them within existing capabilities, consistent with priorities and requirements of other assigned tasks.

g. Several **categories of support** have been defined for use within a combatant command to better characterize the support that should be given. For example, land forces that provide fires normally are tasked in a direct support role. The categories are shown in Figure III-3.

7. Support Relationships Between Combatant Commanders

a. The NCA establish support relationships between the combatant commands for the planning and execution of joint operations.

This ensures that the tasked combatant commander(s) receives the necessary support. Supported combatant commanders request capabilities, task supporting DOD components, coordinate with the appropriate Federal agencies, and develop a plan to achieve the common goal. As part of the team effort, supporting combatant commanders provide the requested capabilities, as available, to assist the supported commander to accomplish missions requiring additional resources.

b. The Chairman of the Joint Chiefs of Staff organizes the joint planning and execution community for joint operation planning to carry out support relationships between the combatant commands. The supported commander is the combatant

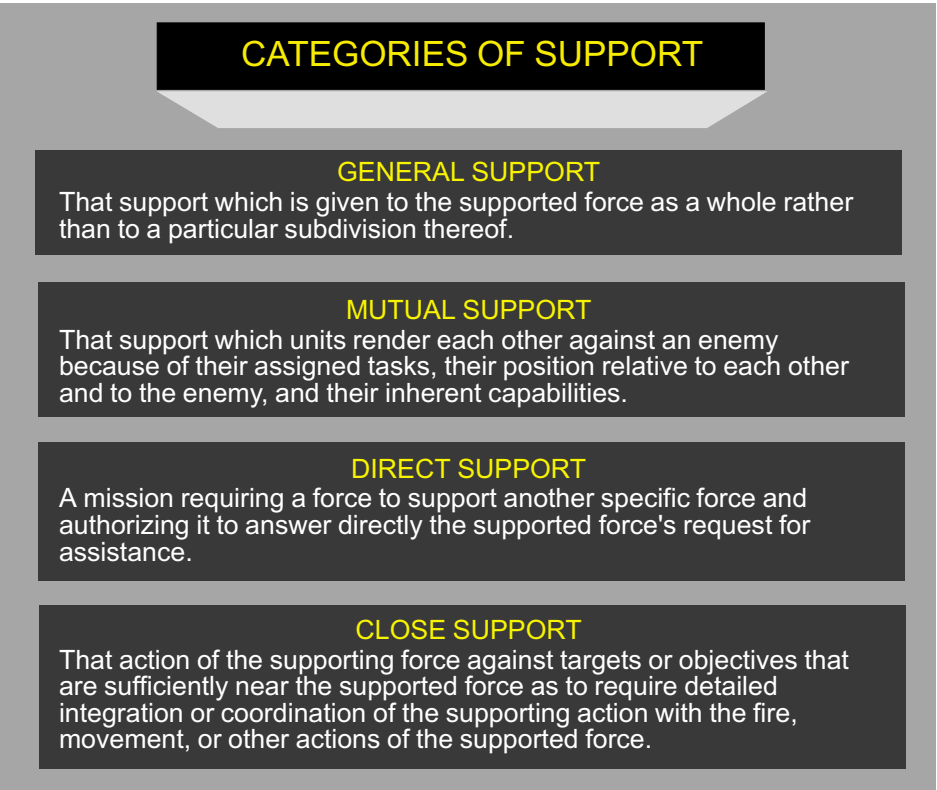


Figure III-3. Categories of Support

commander having primary responsibility for all aspects of a task assigned by the JSCP or other joint operation planning authority. Supporting commanders provide augmentation forces, develop supporting plans, or provide other support to designated supported commanders.

8. Relationships Between Component Commanders

a. The JFC may establish support relationships between components to facilitate operations. Support relationships afford an effective means to prioritize (and ensure unity of effort for) various operations. Component commanders should establish liaison with other components to facilitate the support command relationship and to coordinate the planning and execution of pertinent operations.

b. When the commander of a Service component is designated as a functional component commander, the associated Service component responsibilities for assigned or attached forces are retained, but are not applicable to forces made available by other Service components. The operational requirements of the functional component's subordinate commands are prioritized and represented to the JFC by the functional component commander, relieving the commanders of the affected Service components of this responsibility, but the commanders of the affected Service components are not relieved of their administrative and support responsibilities.

9. Other Authorities

Other authorities outside the command relationships delineated above are described below.

a. **Administrative Control.** ADCON is the **direction or exercise of authority** over

subordinate or other organizations **with respect to administration and support**, including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other matters not included in the operational missions of the subordinate or other organizations. ADCON is synonymous with administration and support responsibilities identified in title 10, USC. This is the authority necessary to fulfill Military Department statutory responsibilities for administration and support. **ADCON may be delegated to and exercised by commanders of Service forces assigned to a combatant commander at any echelon at or below the level of Service component command.** ADCON is subject to the command authority of combatant commanders.

b. **Coordinating Authority.** Coordinating authority may be **exercised by commanders or individuals at any echelon at or below the level of combatant command.** Coordinating authority is the authority delegated to a commander or individual for coordinating specific functions and activities involving forces of **two or more Military Departments, two or more joint force components, or two or more forces of the same Service (e.g., joint rear area coordinator exercises coordinating authority for rear area operations among the component commanders).** Coordinating authority may be granted and modified through a memorandum of agreement to provide unity of command and unity of effort for operations involving National Guard, Reserve Component (RC), and Active Component forces engaged in interagency activities. The commander or individual has the authority to require consultation between the agencies involved but does not have the authority to compel agreement. The common

task to be coordinated will be specified in the establishing directive without disturbing the normal organizational relationships in other matters. Coordinating authority is a **consultation relationship between commanders**, not an authority by which command may be exercised. It is more **applicable to planning** and similar activities than to operations. Coordinating authority is not in any way tied to force assignment. **Assignment of coordinating authority** is based on the missions and capabilities of the commands or organizations involved.

c. **Direct Liaison Authorized.** DIRLAUTH is that authority granted by a commander (any level) to a subordinate to directly consult or coordinate an action with a command or agency within or outside of the granting command. DIRLAUTH is more applicable to planning than operations and always carries with it the requirement of keeping the commander granting DIRLAUTH informed. DIRLAUTH is a coordination relationship, not an authority through which command may be exercised.

10. Command of National Guard and Reserve Forces

a. All National Guard and Reserve forces (except those forces specifically exempted) are assigned by the Secretary of Defense to the combatant commands under the authority provided in title 10, USC, sections 162 and 167, as indicated in the “Forces for Unified Commands” memorandum. However, those forces are available for operational missions only when mobilized for specific periods in accordance with the law, or when ordered to active duty with the consent of the member and after being validated for employment by their parent Service.

b. Combatant commanders will exercise COCOM over assigned RC forces when mobilized or ordered to active duty (other than

for training). Combatant commanders will exercise OPCON of RC forces (less strategic mobility forces assigned to US Transportation Command) on active duty for training or performing inactive-duty training within their AORs (except in CONUS, Hawaii, Alaska, Puerto Rico, and the US territories), or participating anywhere in military operations or joint training under their jurisdiction.

c. The authority combatant commanders may exercise over assigned RC forces when not on active duty or when on active duty for training is training and readiness oversight (TRO). Combatant commanders normally will exercise TRO over assigned forces through the Service component commanders. TRO includes the authority to:

- Provide guidance to Service component commanders on operational requirements and priorities to be addressed in Military Department training and readiness programs;
- Comment on Service component program recommendations and budget requests;
- Coordinate and approve participation by assigned RC forces in joint exercises and other joint training when on active duty for training or performing inactive duty for training;
- Obtain and review readiness and inspection reports on assigned RC forces; and
- Coordinate and review mobilization plans (including post-mobilization training activities and deployability validation procedures) developed for assigned RC forces.

d. Unless otherwise directed by the Secretary of Defense, the following applies.

- Assigned RC forces on active duty (other than for training) may not be deployed until validated by the parent Service for deployment.
- Combatant commanders may employ RC forces assigned to their commands in contingency operations only when the forces have been mobilized for specific periods in accordance with the law, or when ordered to active duty with the consent of the member and validated by their parent Service.
- RC forces on active duty for training or performing inactive-duty training may be employed in connection with contingency operations only as provided by law, and when the primary purpose is for training consistent with their mission or specialty.

e. Combatant commanders will communicate with assigned RC forces through the Military Departments when the RC forces are not on active duty or when on active duty for training.

f. Combatant commanders may inspect assigned RC forces in accordance with DODD 5106.4, *Inspectors General (IGs) of the Unified and Specified Combatant Commands*, when such forces are mobilized or ordered to active duty (other than for training).

g. USCINCSOC will exercise additional authority for certain functions for assigned RC forces and for all SOF assigned to other combatant commands in accordance with the current memoranda of agreement between USCINCSOC and the Secretaries of the Military Departments.

For further guidance on command of National Guard and Reserve forces, see the SecDef memorandum, "Assignment of Forces," dated 6 September 1996.

SECTION B. JOINT COMMAND AND CONTROL

11. Background

Command (the lawful authority of a commander) and control (the regulation of forces and functions to accomplish the mission in accordance with the commander's intent) is the most important function undertaken by a JFC. It is the exercise of authority and direction by a properly designated commander over assigned and attached forces. C2 is the means by which a JFC synchronizes and/or integrates joint force activities in order to achieve unity of command and unity of effort. C2 ties together all the operational functions and tasks, and applies to all levels of war and echelons of command across the range of military operations.

For further information on joint tasks refer to Chairman of the Joint Chiefs of Staff Manual (CJCSM) 3500.04B, Universal Joint Task List.

12. Command and Control Theory

C2 enhances the commander's ability to make sound and timely decisions and successfully execute them. To assist commanders in making sound and timely decisions, subparagraphs 12a and 12b discuss various tenets and a decision model that impact on C2. Unity of effort over complex operations is made possible through decentralized execution of centralized, overarching plans. Advances in information management and communications greatly enhance the situational awareness of tactical commanders, subordinate JFCs, combatant commanders, and even the NCA. These technological advances increase the potential for superiors, once focused solely on the strategic and operational decisionmaking, to assert themselves at the tactical level. While this will be their prerogative, decentralized

execution remains a basic C2 tenet of joint operations. The level of control used will depend on the nature of the operation or task, the risk or priority of its success, and the associated comfort level of the commander.

a. **Tenets.** Unity of effort is strengthened through adherence to the following C2 tenets.

- **Clearly Defined Authorities, Roles, and Relationships.** Effective C2 of joint operations begins by establishing unity of command through the designation of a JFC with the requisite authority to accomplish assigned tasks using an uncomplicated chain of command. It is essential for the JFC to ensure that subordinate commanders, staff principals, and leaders of C2 nodes (e.g., information operations cell, joint movement center) understand their authorities, their role in decisionmaking and controlling, and their relationships with others. The assignment of responsibilities and the delegation of authorities foster initiative and speed the C2 process. Joint force staff principals must understand that their primary role is to provide sufficient, relevant information to produce understanding or situational awareness for the JFC and for subordinate commanders. Once a decision is made, commanders depend on their staffs to communicate the decision to subordinates in a manner that quickly focuses the necessary capabilities within the command to achieve the commander's intent. The commander should give the staff the authority to make routine decisions within the constraints of the commander's intent while conducting operations. Appropriate application of the command relationships discussed previously in Chapter III, Section A, "Command Relationships," will help ensure that the requisite amount of control is applied while enabling

sufficient latitude for decentralized execution. Additionally, commander-staff and staff-staff relationships must be developed through training to promote the understanding of all regarding the direction and/or support required.

- **Information Management.** Control of information is a prerequisite to maintaining C2 of a joint operation. Identifying, requesting, receiving, tracking, and disseminating the needed information ensures that decision makers make informed, timely decisions. This requires efficient use of people, procedures, and systems to keep the commanders and staffs from being overwhelmed by information. The commander's critical information requirements (CCIR) must be made known, and development of an information management plan is necessary to address vertical and horizontal information flow, filtering, fusing, protecting, prioritizing, and common operational picture criteria. Effective use of information systems requires users to be knowledgeable about them and the criteria for usable information, as well as the need to protect both the systems and the information.
- **Implicit Communication.** Because JFCs seek to minimize restrictive control measures and detailed instructions, they must find efficient and effective ways to create cooperation and compliance. The JFC does this by fostering implicit communication and understanding with all subordinates. This common understanding builds teamwork and mutual trust, allowing intuitive, harmonious actions. Two joint C2 concepts that nurture implicit communication are the commander's intent and mission-type orders.

- **Commander's intent** represents a unifying idea that allows decentralized execution within centralized, overarching guidance. It describes the commander's desired outcome, while allowing subordinates to exercise initiative in consonance with the commander's overall goals. During execution the situation may change, possibly making some assigned tasks obsolete, but the commander's intent is overarching and usually remains unchanged.
- JFCs use **mission-type orders** to decentralize execution. Mission-type orders direct a subordinate to perform a certain task without specifying how to accomplish it. The senior leaves the details of execution to the subordinate, allowing the freedom — and the obligation — to take whatever steps are necessary to deal with the changing situation. This freedom of action encourages the initiative needed to exploit the volatile nature of joint operations.
- **Timely Decisionmaking.** The JFC can get inside the adversary's decision and execution cycle by making more timely decisions. Doing so generates confusion and disorder and slows an adversary's decisionmaking. The commander who can gather information and make decisions faster and better will generate a quicker tempo of operations and gain a decided military advantage. Consequently, decisionmaking models and procedures must be flexible and allow abbreviation should the situation warrant it. Adoption of a decision aid(s) offers the commander and staff a method(s) for maintaining situational awareness of the ongoing operation as well as identifying critical decision points where the commander's action may be required to maintain force momentum.
- **Robust Integration, Synchronization, and Coordination Mechanisms.** Integration, synchronization, and coordination methods and tools encourage synergistic interaction among joint force components. Integration is achieved through joint operation planning and the skillful assimilation of forces, capabilities, and systems to enable their employment in a single, cohesive operation rather than a set of separate operations. A synchronization matrix may be employed to visually portray critical actions that must be accomplished by multiple elements of the joint force. Coordination is facilitated through the exchange of liaisons. These mechanisms provide the JFC with a linkage to the joint force staff and subordinate commands' activities, and works to execute plans and coordinate changes required by the unfolding situation. In interagency and/or multinational environments where unity of command may not be possible, unity of effort may be achieved through effective coordination. Constant coordination and cooperation between the combatant command and component staffs — and with other combatant commands — is a prerequisite for ensuring timely command awareness.
- **Battle Rhythm Discipline.** Battle rhythm is described as the sequencing and execution of actions and events within a joint force headquarters that are regulated by the flow of information and the decision cycle. Every joint force command headquarters has a rhythm regulated by the flow of information and the decision cycle. Scheduled and unscheduled meetings, briefings, electronic mail, and discussions are the methods by which information is imparted to the JFC, the staff, and the chain of command. Left uncontrolled, this rhythm can become a source of friction that drags on the JFC's decision

cycle. Conversely, by controlling the battle rhythm, the JFC accelerates the decision cycle and unobtrusively extends and enhances C2 over the joint force.

The keys to capturing and maintaining control over the battle rhythm are simplicity and a sensitivity to the components' battle rhythms.

- Simple, focused displays of information delivered in a disciplined way are necessary. Information displayed or discussed should be mission-related. The attention of the JFC and joint staff is pulled both from above, by requirements from seniors, and from below, by the needs of component commanders and their staffs. These requirements must also be integrated into the activities of the JFC, but must not be allowed to dominate JFC actions. Technology offers a means to reduce the time required for conducting these essential C2 events. For example, video teleconferencing is a common method used in many headquarters to conduct scheduled and unscheduled meetings and conferences that include a wide range of key participants, some of whom may be on a different continent.

- The JFC and staff must be sensitive to the battle rhythm of subordinate organizations. Component commanders also need information to function properly within their own decision cycles. The JFC should establish and require adherence to norms that increase the speed of the component commanders' decision cycles.

- **Responsive, Interoperable Support Systems.** ISR, space-based, and C4 support systems must be responsive in real time to provide the JFC with accurate, timely, relevant, and adequate information. Linking support systems that possess commonality, compatibility,

and standardization to the greatest extent possible will contribute to a higher state of interoperability and thus C2 utility. Integrating the support systems of multinational and other agency partners also must be considered.

- **Situational Awareness.** The primary objective that the staff seeks to attain for the commander and for subordinate commanders is understanding, or situational awareness — a prerequisite for commanders anticipating opportunities and challenges. True understanding should be the basis for information provided to commanders in order to make decisions. Knowledge of friendly capabilities and enemy capabilities, intentions, and likely courses of action (COAs) enables commanders to focus joint efforts where they best and most directly contribute to achieving objectives. Further, the JFC's situational awareness must be broad to include the actions and intentions of multinational partners, civilian agencies, adjacent commands, higher headquarters, and host-nation authorities.
- **Mutual Trust.** Decentralized execution, operating within the JFC's intent, and mission-type orders capitalize on the initiative of subordinate commanders. However, for these methods to work within a joint force and, indeed, for the joint force to function at all, there must be a high degree of mutual trust. Trust among the commanders and staffs in a joint force expands the JFC's options and enhances flexibility, agility, and the freedom to take the initiative when conditions warrant. The JFC trusts the chain of command, leaders, and staffs to use the authority delegated to them to fulfill their responsibility for mission accomplishment; and the joint force trusts the JFC to use component capabilities appropriately. Mutual trust results from

honest efforts to learn about and understand the capabilities that each member brings to the joint force, demonstrated competence, and planning and training together.

b. **Decision Model.** JOPES, which is used for deliberate and crisis action planning and execution, is essentially the “model” used by the joint community to make decisions. Various other models are in existence that may be applied to assist JFCs in making decisions, exercising authority over subordinate commands, and accomplishing their missions. These models describe processes that should be understood by commanders and staff in order to fully realize the tenets of C2. The JOPES is the principal DOD system for translating policy decisions into operation plans and orders in order to make the most effective use of US military capabilities and to meet US requirements for the employment of military forces. The JOPES includes deliberate and crisis action planning processes. It guides US military action during crises and transition to operations through rapid, coordinated planning and implementation of plans. Campaign planning encompasses both the deliberate and crisis action planning processes. If the scope of contemplated operations requires it, campaign planning begins with or during deliberate planning. It continues through crisis action planning, thus unifying both planning processes.

For further guidance on decisionmaking, see Appendix A, “The Decision Cycle,” in JP 3-13.1, Joint Doctrine for Command and Control Warfare (C2W).

13. Organization for Joint Command and Control

Component and supporting commands’ organizations and capabilities must be integrated into a joint organization that enables effective and efficient joint C2. The C2

structure is centered on the JFC’s mission and concept of operations; available forces and capabilities; and joint force staff composition, capabilities, location, and facilities. The JFC should be guided in this effort by the following principles.

a. **Simplicity.** Unity of command must be maintained and unity of effort fostered through an unambiguous chain of command, well-defined command relationships, and clear delineation of responsibilities and authorities.

b. **Span of Control.** The desired reach of the JFC’s authority and direction over assigned or attached forces will vary depending on the mission and the JFC’s ability to C2 the actions required. Span of control is based on many factors including the number of subordinates, number of activities, range of weapon systems, force capabilities, the size and complexity of the operational area, and the method used to control operations (centralized or decentralized).

c. **Unit Integrity.** To achieve unity of effort in accomplishment of the joint force mission, component forces should remain organized as designed and in the manner accustomed through training. The JFC may reorganize component units, if necessary. However, these situations should be rare and any reorganization affecting the unit integrity of component forces should be done only after careful consultation and coordination with the component commander.

d. **Interoperability** of joint force components’ capabilities must be ensured. The simplest and most streamlined chain of command can be thwarted by an absence of interoperability among the components’ forces and systems. This includes an emphasis on the use of joint doctrine and JTTP; development of ISR, C4 systems, and logistic architectures; joint training and exercises; and establishment of a liaison structure.

14. Joint Command and Control Support

A command and control support (C2S) system, which includes interoperable supporting C4 systems, is the JFC's principal tool used to collect, transport, process, disseminate, and protect data and information. Joint C2S systems must provide relevant information in a useable form to allow relevant and timely JFC decisions and provide feedback on the attendant outcome. To facilitate the execution and processes of C2, military C4 systems must furnish rapid, reliable, and secure information throughout the chain of command. Current operations, intelligence, logistic, and planning functions all depend on responsive C4 systems that tie together all aspects of joint operations and allow the JFCs and their staffs to initiate, direct, monitor, question, and react. Ultimately, effective C2 depends on the right person having the right information at the right time to support decisionmaking.

For further guidance on C2S systems, refer to JP 6-0, Doctrine for Command, Control, Communications, and Computer (C4) Systems Support to Joint Operations.

15. National Military Command System

a. The NMCS is the priority component of the Global Command and Control System designed to support the NCA in exercising their responsibilities. The NMCS provides the means by which the President and the Secretary of Defense can send and receive information that supports timely decisions. It also supports their communications with the combatant commanders or the commanders of other established commands. The NMCS must be capable of providing information to the NCA so they can select and direct appropriate and timely responses and ensure their implementation. In addition, the NMCS

supports the Joint Chiefs of Staff in carrying out their responsibilities.

b. **The NMCS includes** four primary nodes (the National Military Command Center, Alternate National Military Command Center (Site R), United States Strategic Command Center, and National Airborne Operations Center) and such other command centers as may be designated by the Secretary of Defense. Support of the NMCS will be the priority function of all primary and alternate command centers.

c. An enduring command structure with survivable C4 systems is required and fundamental to NMCS's continuity of operations.

For further detail concerning the NMCS, refer to Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 6120.05, Manual for Tactical Command and Control Planning Guidance for Joint Operations, Joint Interface Operational Procedures for Message Text Formats, and JP 6-0, Doctrine for Command, Control, Communications, and Computer (C4) Systems Support to Joint Operations.

16. Nuclear Command and Control System

a. The purpose of nuclear forces is to deter the use of weapons of mass destruction, particularly nuclear weapons, and to serve as a hedge against the emergence of an overwhelming conventional threat. Control of US nuclear weapons has been established to preclude unauthorized or inadvertent use either by US or allied forces, foreign powers, or terrorists without degrading the operational readiness of these weapons. Command is managed via dedicated media message delivery systems standardized for joint operations. C2 must support theater and strategic employment of nuclear weapons through all phases of a conflict.

b. National policy requires centralized execution authority of nuclear weapons. The President is the sole authority for release of US nuclear weapons. The President's decision to authorize release of these weapons is based on recommendations of the Secretary of Defense, the Chairman of the Joint Chiefs of Staff, geographic combatant commanders, and allies. The President will monitor all aspects of the authorization and employment of nuclear weapons. Release and related instructions will be transmitted for the NCA via the Chairman of the Joint Chiefs of Staff in accordance with established emergency action procedures.

"The unrelenting progress of mankind causes continual change in the weapons; and with that must come a continual change in the manner of fighting."

RADM Alfred Thayer Mahan
The Influence of Sea
Power Upon History, 1890

For further detail concerning the nuclear C2 system, refer to JP 3-12, Doctrine for Joint Nuclear Operations, and other publications in the JP 3-12 series.

c. Command Responsibilities

- **The geographic combatant commander is responsible for promptly requesting nuclear support.** The commander must be able to ascertain the military situation; assess intelligence inputs and pass information and conclusions to higher levels of control; and finally, upon receipt of execution instructions, control assigned forces to achieve the desired objectives. **Subordinate commanders responsible for target nominations submit requests to the geographic combatant commander.**

- Execution procedures must be flexible and allow for changes in the situation. Commanders must ensure that constraints and release guidance are met. The commander controlling the nuclear strike package must **maintain communications with the delivery unit and establish a chain of succession** that will avoid loss of control resulting from the loss of a headquarters.
- Operations with multinational forces (MNFs) require multinational doctrine and procedures for taskings, conflict resolution, target selection, and analysis. The US element commander in a multinational command will provide guidance and publish directives on the use of nuclear weapons by US forces in such commands.
- The Nuclear Supplement to the JSCP describes situations that could lead to a request for the selective release of nuclear weapons. The commander's request must communicate sufficient information about the situation that has led to the request for the release of nuclear weapons so that there is a complete understanding at the highest level of government.

For further detail concerning the employment guidance for nuclear weapons, refer to theater-specific plans, the Chairman of the Joint Chiefs of Staff Emergency Action Procedures, Commander in Chief, US Strategic Command Emergency Action Procedures, and the Nuclear Supplement to the JSCP.

17. Continuity of Operations

Continuity of operations (COOP) is the degree or state of being continuous in the conduct of functions, tasks, or duties necessary

to accomplish a military action or mission in carrying out the national military strategy. The Office of the Secretary of Defense, the Military Departments, the Chairman of the Joint Chiefs of Staff, the combatant commands, and the Defense Agencies are required to prepare, implement, and exercise COOP plans and to ensure that COOP plans

are updated, tested, and validated at least every 2 years.

For further detail concerning COOP, refer to DODD 3020.26, Continuity of Operations (COOP) Policy and Planning, and CJCSM 3410.01, The Chairman of the Joint Chiefs of Staff Continuity of Operations Plan.

CHAPTER IV

MULTINATIONAL OPERATIONS

"We are a strong nation, but we cannot live to ourselves and remain strong."

George C. Marshall

1. General

The United States often has common or mutually compatible security interests and participates in operations with other nations. Contemporary threats to collective security objectives have become more ambiguous and regionally focused since the end of the Cold War.

a. **Where commonality or compatibility of interests exists, nations may enter into political, economic, informational, and military partnerships.** These partnerships occur in both regional and worldwide patterns as nations seek opportunities to promote their mutual national interests; ensure mutual security against real and perceived threats; and conduct foreign humanitarian assistance and peace operations (PO). Cultural, psychological, economic, technological, informational, and political factors as well as transnational dangers all impact on multinational operations. Many operation plans to deter or counter threats are prepared within the context of a treaty or alliance framework. Sometimes they are developed in a less structured coalition framework, based on temporary agreements or arrangements. Much of the information and guidance provided for unified action and joint operations are applicable to multinational operations. However, differences in laws, doctrine, organization, weapons, equipment, terminology, culture, politics, religion, and language within alliances and coalitions must be considered. Normally, each alliance or coalition develops its own protocols and contingency plans to guide multinational action.

b. No single command structure best fits the needs of all alliances and coalitions. Each coalition or alliance will create the structure that will best meet the objectives, political realities, and constraints of the participating nations. Political considerations heavily influence the ultimate shape of the command structure. However, participating nations should strive to achieve unity of command for the operation to the maximum extent possible, with missions, tasks, responsibilities, and authorities clearly defined and understood by all participants. While command relationships are well defined in US doctrine, they are not necessarily part of the doctrinal lexicon of nations with whom the United States may operate in an alliance or coalition.

2. Multinational Unity of Effort

Attaining unity of effort through unity of command for a multinational operation may not be politically feasible, but it should be a goal. Figure IV-1 lists some **other principles** that must be attained to ensure unity of effort among allied or coalition forces.

a. First, there must be a **common understanding** among all national forces of the **overall aim** of the MNF and the **concept for its attainment**. Simplicity of plan and organization is essential.

b. **Coordinated policy**, particularly on such matters as alliance or coalition commanders' authority over national logistics (including infrastructure) and ISR, **is required**. Coordinated planning for rules of engagement (ROE), fratricide prevention, deception, information operations,

PRINCIPLES OF MULTINATIONAL UNITY OF EFFORT

COMMON UNDERSTANDING

All forces should understand the overall aim and the concept for its attainment. Simplicity of plan and organization is essential.

COORDINATED POLICY

Nations should exchange qualified liaison officers at the earliest opportunity to improve interoperability and mutual understanding.

TRUST AND CONFIDENCE

Commanders and their representatives must establish and maintain trust and confidence. Plain and objective communication, together with common courtesy, is essential.

Figure IV-1. Principles of Multinational Unity of Effort

communications, special weapons, source and employment of reserves, and timing of operations is essential for unity of effort. Actions to improve **interoperability** and the **ability to share information** need to be addressed early. This includes an emphasis on the uses of multinational doctrine and tactics, techniques, and procedures; development of ISR, C4 systems, and logistic architectures; multinational training and exercises; and establishment of liaison structures. Nations should exchange **qualified liaison officers** at the earliest opportunity to ensure mutual understanding and unity of effort.

c. Finally, commanders and their representatives must establish and maintain **trust** and **confidence** among the MNFs. **Plain and objective communication**, together with common courtesy, is essential.

3. Multinational Organizational Structure

a. As in the case of unified action and joint operations, basic organizational options are **area** or **functional orientation** and **single-**

Service or **joint organization**, to which are added **national** or **multinational formations**. Regardless of how the MNF is organized operationally, each nation furnishing forces normally establishes a national component to ensure effective administration of its forces. Its functions are similar to a Service component command at the unified command level in a US joint organization. (The US military structure that is used to conduct multinational operations normally is a JTF.) The logistic support element of this component is referred to as the national support element. The national component provides a means to administer and support the national forces, coordinate communication to the parent nation, tender national military views and recommendations directly to the multinational commander, and facilitate the assignment and reassignment of national forces to subordinate operational multinational organizations. A multinational joint logistic center is an option available to the coalition and/or alliance commander to centrally coordinate specified logistic functions. As in the case of a joint headquarters, a multinational headquarters should reflect the general composition of the

MNF as a whole. The national element will be the vehicle for execution of title 10, USC responsibilities for US forces (see Figure IV-2 for a notional multinational command structure).

b. After considering the basic organizational options, MNF commanders may assign the following.

- National single-Service or joint forces to a specific operational area (e.g., area of operations, joint operations area [JOA]).

- National single-Service or joint forces to a specific function (e.g., electronic warfare).
- A multinational joint force to a specific operational area (e.g., amphibious objective area) or function (e.g., riot control, advance force operations).

c. US commanders should expect to conduct operations as part of an MNF. US forces may participate in these multinational efforts across a range of military operations

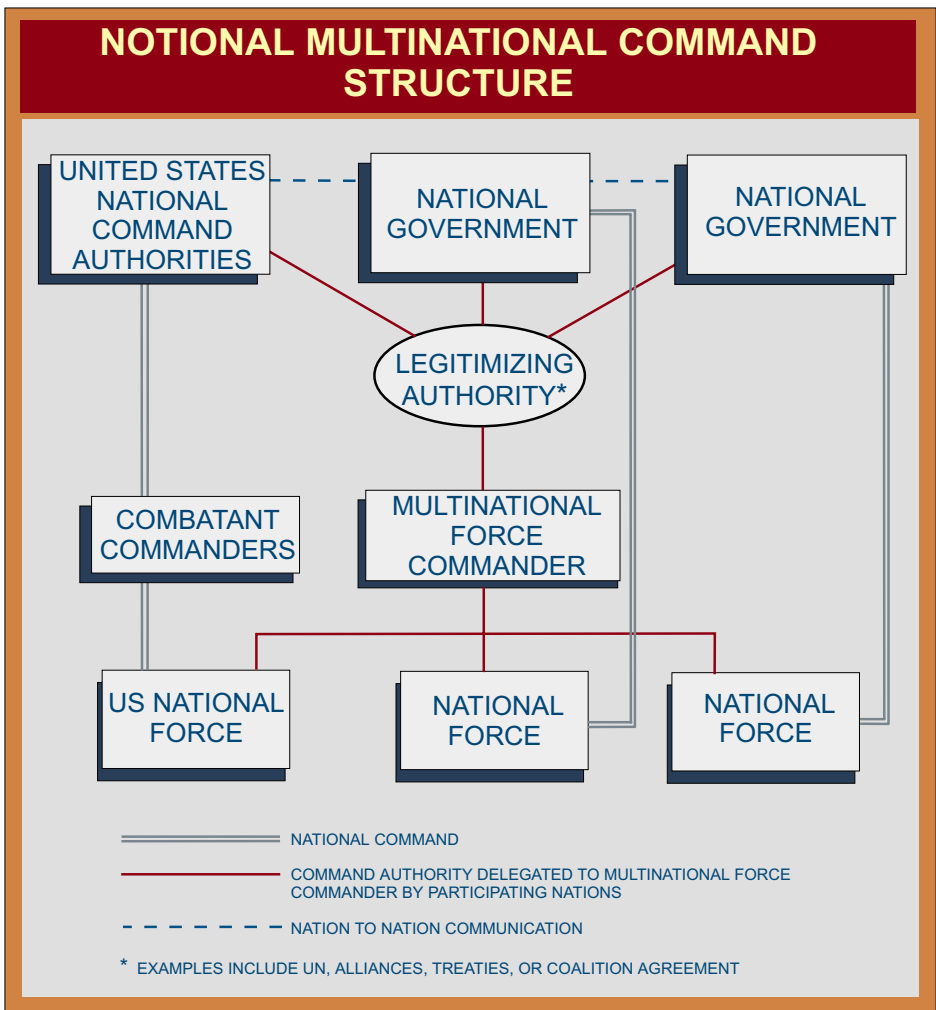


Figure IV-2. Notional Multinational Command Structure

in concert with a variety of USG agencies, military forces of other nations, local authorities, NGOs, and IOs.

4. Command and Control of US Forces in Multinational Operations

a. **Chain of Command.** **The chain of command from the President to the lowest US commander in the field remains inviolate.** The President retains command authority over US forces. This includes the authority and responsibility for effectively using available resources and employment planning along with organizing, directing, coordinating, controlling, and protecting military forces for the accomplishment of assigned missions. It is sometimes prudent or advantageous (for reasons such as maximizing military effectiveness and ensuring unity of effort) to place appropriate US forces under the OPCODE of a foreign commander to achieve specified military objectives (see restrictions below). In making the determination to place US forces under the OPCODE of non-US commanders, the President carefully considers such factors as the mission, size of the proposed US force, risks involved, anticipated duration, and ROE. There is no intention to subvert command links. While unity of command is certainly an important element of any command structure, the emphasis may change in operations when coordination and consensus building become the key elements and the means to achieve unity of effort. Additional C2 considerations include the following.

- **Operational Control.** **OPCODE is a type of command authority.** Within the US command structure, OPCODE is specified, then delegated and exercised by commanders at any echelon at or below the level of combatant command. Any large scale participation of US forces in a mission that is likely to involve combat should ordinarily be conducted

under US command and OPCODE or through competent regional organizations such as the North Atlantic Treaty Organization or ad hoc coalitions. On a case-by-case basis, the President may place US forces participating in multilateral PO under UN auspices under the OPCODE (with modifications) of a competent UN commander for specific UN operations authorized by the Security Council. The President retains and will never relinquish command authority over US forces. The greater the US military role, the less likely it will be that the United States will agree to have a UN commander exercise OPCODE over US forces. OPCODE for UN multilateral PO is given for a specific time frame or mission and includes the authority to assign tasks to US forces already deployed by the President and to US units led by US officers. Within the limits of OPCODE, a foreign UN commander cannot change the mission or deploy US forces outside the operational area agreed to by the President. Nor may the foreign UN commander separate units, divide their supplies, administer discipline, promote anyone, or change their internal organization.

- **US Forces Under OPCODE of a Foreign Commander.** The fundamental elements of US command apply when US forces are placed under the OPCODE of a foreign commander. US commanders will maintain the capability to report separately to higher US military authorities in addition to foreign commanders. For matters perceived as illegal under US or international law, or outside the mandate of the mission to which the United States has agreed, US commanders will first attempt resolution with the appropriate foreign commanders. If issues remain unresolved, the US commanders will refer the matters to higher US authorities. Concerns relating

to legality, mission mandate, and prudence must be addressed early in the planning process. These same considerations apply to foreign forces placed under the OPCODE of US MNF commanders. Nations do not relinquish their national interests by participating in multinational operations. US commanders must be prepared to deal with these issues as they arise during an operation. This is one of the major distinguishing characteristics of operating in the multinational environment. In multinational operations, consensus through compromise often is essential to success. The United States will continue to work with MNFs to streamline C2 and maximize effective coordination.

- **Tactical Control.** TACON is another form of command authority to be exercised during multinational operations. It provides for the detailed direction and control of movements or maneuvers within the operational area necessary to accomplish the missions or tasks assigned. The commander of the parent unit continues to exercise OPCODE (when so authorized) and ADCON (when so authorized) over that unit unless otherwise specified in the establishing directive.
- **Support.** Supporting relationships will be established among participating forces in multinational operations. The establishing authority is responsible for ensuring that both the supported and supporting commander understand the

degree of authority that the supported commander is granted and the opportunities for establishing mutual support arrangements among participating forces. US force commanders must be apprised of the opportunities, limitations, and/or conditions under which logistic support may be provided to forces of other nations.

- **Coordinating Authority.** In many cases coordinating authority may be the only acceptable means of accomplishing a multinational mission. Coordinating authority is a consultation relationship, not an authority by which command or control may be exercised. It is more applicable to planning and similar activities than to operations. Use of coordinating authority requires agreement among participants, as the commander exercising coordinating authority does not have the authority to resolve disputes. For this reason, its use during operations should be limited. It is an extremely restrictive tool for commanders.

b. **Termination.** The President has the right to terminate US participation in multinational operations at any time.

For further details concerning multinational operations, refer to JP 3-0, Doctrine for Joint Operations, JP 3-16, Joint Doctrine for Multinational Operations, and Allied Joint Publication (AJP)-4, Allied Joint Logistic Doctrine.

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CHAPTER V

DOCTRINE AND POLICY FOR JOINT COMMANDS

"Our most challenging task is to determine how to organize the Services' strengths into a formidable joint force."

Anonymous

SECTION A. ESTABLISHING UNIFIED, SPECIFIED, AND SUBORDINATE JOINT COMMANDS

1. General

Joint forces are established at **three levels**: unified commands, subordinate unified commands, and JTFs.

a. **Authority to Establish.** In accordance with the UCP, **combatant commands are established by the President**, through the Secretary of Defense, with the advice and assistance of the Chairman of the Joint Chiefs of Staff. **Commanders of unified commands** may establish **subordinate unified commands** when so authorized by the Secretary of Defense through the Chairman of the Joint Chiefs of Staff. JTFs can be established by the Secretary of Defense, a combatant commander, subordinate unified commander, or an existing JTF commander.

b. **Basis for Establishing Joint Forces.** Joint forces can be established on either a geographic area or functional basis.

- **Geographic Area.** Establishing a joint force on a geographic area basis is the most common method to assign responsibility for continuing operations. The title of the areas and their delineation are prescribed in the establishing directive. **A JFC assigned a geographic area is considered an area commander.** Note: Only commanders of geographic combatant commands are assigned

AORs. Subordinate JFCs normally are assigned other operational areas.

For further information on operational areas refer to JP 3-0, Doctrine for Joint Operations.

- The boundaries defining these AORs are not intended to delineate restrictive geographic AORs. **Combatant commanders may operate forces wherever required** to accomplish their missions.

- The **UCP** contains descriptions of the geographic boundaries assigned to combatant commanders. It provides that, unless otherwise directed by the Secretary of Defense, **when significant operations overlap the boundaries of two combatant commands, a JTF will be formed** and assigned an appropriate JOA. Command of this JTF will be determined by the NCA and forces transferred to the appropriate combatant commander.

- **Each area commander will be kept apprised of the presence, mission, movement, and duration of stay of forces within the AOR and/or JOA other than those assigned to the area command.** The area commander also will be apprised of the command channels under which these transient forces will function. The authority directing movement or permanent location of transient forces is responsible for providing this information.

- Forces not assigned to an area commander often are assigned missions that require them to cross AOR and/or JOA boundaries. In such cases, it is the duty of the joint force area commander to assist the operations of these forces to the extent of existing capabilities and consistent with other assigned missions. Area commanders may be assigned specific responsibilities with respect to installations or activities exempted from their control, such as logistic support or area defense, particularly if enemy forces should traverse the area commander's AOR and/or JOA to attack the exempted installation or activity. Geographic combatant commanders' force protection policies take precedence over all force protection policies or programs of any other DOD component deployed in that command's AOR and not under the security responsibility of the Department of State (DOS). The combatant commander or a designated representative (e.g., a JTF or component commander) shall delineate the force protection measures for all DOD personnel not under the responsibility of the DOS.

- **Transient forces** within the assigned AOR of a combatant commander are **subject to the area commander's orders in some instances** (e.g., for coordination of emergency defense, force protection, or allocation of local facilities). However, transient forces are **not part of the area commander's command**, and the area commander is **not in their normal chain of command**.

- **Functional.** Sometimes a **joint force based solely on military functions** without respect to a specific geographic region is **more suitable** to fix responsibility for certain types of continuing operations (e.g., the unified commands for transportation, space, SO,

and strategic nuclear operations). The **commander of a joint force** established on a functional basis is **assigned a functional responsibility** by the establishing authority.

- When defining functional responsibilities, the focus should be on the **effect desired** or **service provided**. The title of the functional responsibility and its delineation are prescribed in the establishing directive.

- The missions or tasks assigned to the commander of a functional command may require that **certain installations and activities of that commander be exempt, partially or wholly, from the command authority of an area commander** in whose area they are located or within which they operate. Such exemptions must be specified by the authority who establishes the functional command. Such exemptions do not relieve the commanders of functional commands of the responsibility to coordinate with the affected area commanders.

c. **Organizing Joint Forces.** A JFC has the **authority to organize forces** to best accomplish the assigned mission based on the concept of operations (see Figure V-1). The organization should be sufficiently flexible to meet the planned phases of the contemplated operations and any development that may necessitate a change in plan. The JFC will **establish subordinate commands, assign responsibilities, establish or delegate appropriate command relationships, and establish coordinating instructions for the component commanders**. Sound organization should provide for unity of effort, centralized planning and direction, and decentralized execution. **Unity of effort** is necessary for effectiveness and efficiency. **Centralized planning and direction** is

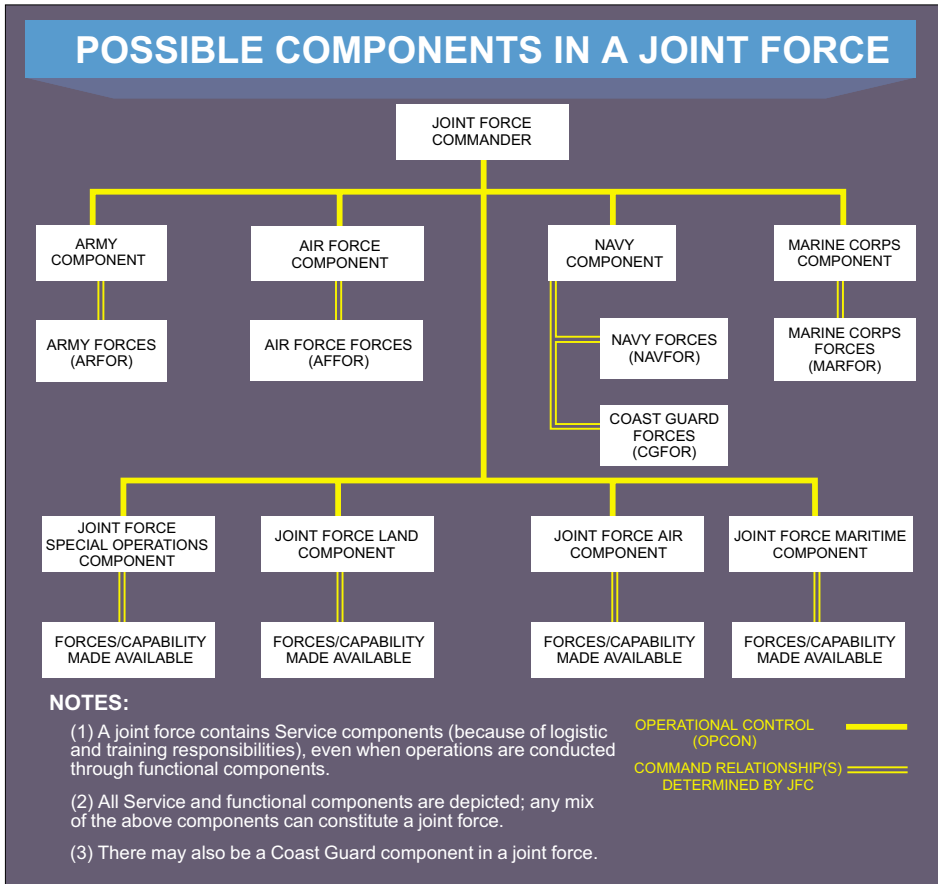


Figure V-1. Possible Components in a Joint Force

essential for controlling and coordinating the efforts of the forces. **Decentralized execution** is essential because no one commander can control the detailed actions of a large number of units or individuals. **When organizing joint forces with MNFs, simplicity and clarity** are critical. Complex or unclear command relationships or organization are counterproductive to developing synergy among MNFs.

- The **composition of the JFC's staff** will reflect the **composition of the joint force** to ensure that those responsible for employing joint forces have a thorough knowledge of the capabilities and limitations of assigned or attached forces.

- **All joint forces include Service components**, because administrative and logistic support for joint forces are provided through Service components. **Service forces** may be assigned or attached to subordinate joint forces without the formal creation of a respective Service component command of that joint force. The JFC also may conduct operations through the Service component commanders or, at lower echelons, Service force commanders. This relationship is appropriate when stability, continuity, economy, ease of long-range planning, and the scope of operations dictate organizational integrity of Service forces for conducting operations.

See paragraph 9, “Service Component Commands,” below for more information on Service component commands.

- The JFC can establish **functional component commands to conduct operations**. Functional component commands can be appropriate when **forces from two or more Military Departments must operate in the same dimension or medium or there is a need to accomplish a distinct aspect of the assigned mission**. Joint force land, air, maritime, and SO component commanders are examples of functional components. (NOTE: **Functional component commands** are component commands of a joint force and **do not constitute a “joint force”** with the authorities and responsibilities of a joint force as described in this document, even when composed of forces from two or more Military Departments.) **When a functional component command employs forces from more than one Service, the functional component commander’s staff must be joint** and requires advanced planning for efficient operation. Joint staff billets for needed expertise and individuals to fill those billets should be identified. Those individuals should be used when the functional component command is formed for exercises or actual operations.

See paragraph 10, “Functional Component Commands,” for more information on functional component commands.

- Normally joint forces are organized with a **combination of Service and functional component commands** with operational responsibilities. Joint forces organized with Army, Navy, Air Force, and Marine Corps components may have **SOF** (if assigned) organized as a

functional component. The JFC defines the authority and responsibilities of the Service and functional component commanders; however, the Service responsibilities (i.e., administrative and logistics) of the components must be given due consideration by the JFC.

- The JFC has full authority to **assign missions, redirect efforts, and direct coordination** among subordinate commanders. JFCs should allow Service tactical and operational assets and groupings to function generally as they were designed. The intent is to meet the needs of the JFC while maintaining the tactical and operational integrity of the Service organizations. The **following policy** for C2 of United States Marine Corps tactical air (TACAIR) recognizes this and deals with Marine air-ground task force (MAGTF) aviation during sustained operations ashore.

•• The MAGTF commander will retain OPCON of organic air assets.

The primary mission of the MAGTF aviation combat element is the support of the MAGTF ground combat element. During joint operations, the MAGTF air assets normally will be in support of the MAGTF mission. The MAGTF commander will make sorties available to the JFC, for tasking through the joint force air component commander (JFACC), for air defense, long-range interdiction, and long-range reconnaissance. Sorties in excess of MAGTF direct support requirements will be provided to the JFC for tasking through the JFACC for the support of other components of the joint force or the joint force as a whole. Nothing herein shall infringe on the authority of the geographic combatant or subordinate JFC in the exercise of OPCON to assign missions, redirect efforts (e.g., the

reapportionment and/or reallocation of any MAGTF TACAIR sorties when it has been determined by the JFC that they are required for higher priority missions), and direct coordination among the subordinate commanders to ensure unity of effort in accomplishment of the overall mission, or to maintain integrity of the force.

NOTE: Sorties provided for air defense, long-range interdiction, and long-range reconnaissance are not “excess” sorties and will be covered in the air tasking order. These sorties provide a distinct contribution to the overall joint force effort. The JFC must exercise integrated control of air defense, long-range reconnaissance, and interdiction aspects of the joint operation or theater campaign. Excess sorties are in addition to these sorties.

2. Unified Command

A unified command is a **command with broad continuing missions under a single commander**, is composed of forces from two or more Military Departments, and is established by the President through the Secretary of Defense and with the advice and assistance of the Chairman of the Joint Chiefs

of Staff (see Figure V-2). The unified commander can adapt a **command structure** using any of the following **six options**: **subordinate unified command**; **JTF**; **functional component**; **Service component**; **single-Service force** (normally the combatant commander assigns operations requiring a single-Service force to a Service component); or **specific operational forces** that, because of the mission assigned and the urgency of the situation, must remain immediately responsive to the combatant commander. These options do not in any way limit the commanders’ authority to organize their forces as they see fit.

a. Unless authorized by the Secretary of Defense, the **commander of a unified command will not act as the commander of a subordinate command**. For example, the commander of a unified command also should not act as a functional component commander without prior approval of the Secretary of Defense.

b. **Criteria for Establishing a Unified Command**. When either or both of the following criteria apply generally to a situation, a **unified command normally is required to secure the necessary unity of effort**.

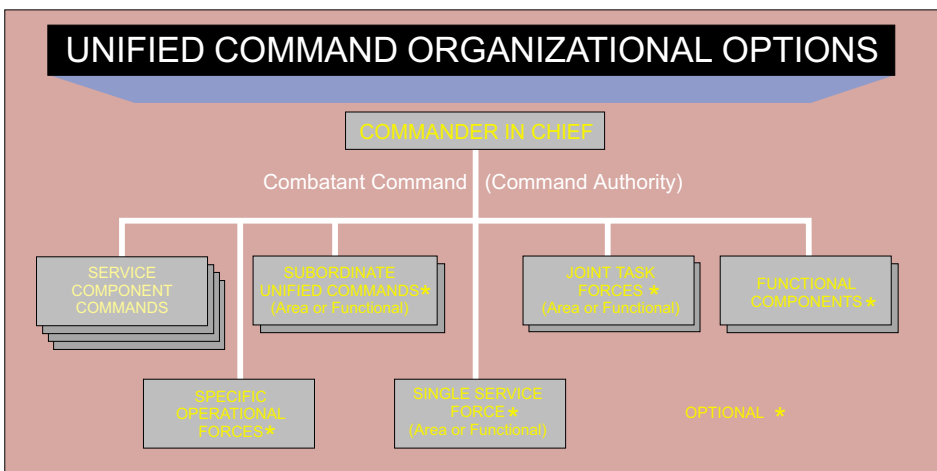


Figure V-2. Unified Command Organizational Options

- A broad continuing mission exists requiring execution by significant forces of two or more Military Departments and necessitating a single strategic direction.
- Any combination of the following exists and significant forces of two or more Military Departments are involved:
 - A large-scale operation requiring positive control of tactical execution by a large and complex force;
 - A large geographic or functional area requiring single responsibility for effective coordination of the operations therein; and/or
 - Necessity for common use of limited logistic means.

c. The **commander of a unified command** will have a **joint staff** (see guidance in Section B of this chapter). Normally, a member of the joint staff also will not function as the commander of a subordinate force. The commander of a unified command has the authority to **communicate to the Services** views on the nomination of senior officers serving in the command for immediate follow-on assignment, further joint assignments, and promotion potential.

d. **Primary Responsibilities of the Commander of a Unified Command.** The combatant commanders are responsible for the development and production of joint operation plans. During peacetime, they act to deter war and prepare for war by planning for the transition to war and military operations other than war (MOOTW). During war, they plan and conduct campaigns and major operations to accomplish assigned missions. **Combatant command responsibilities include the following.**

- **Planning and conducting military operations** in response to crises, to include the security of the command and protection of the United States and its possessions and bases against attack or hostile incursion. The JSCP tasks the combatant commanders to prepare joint operation plans that may be OPLANs, CONPLANs with or without time-phased force and deployment data, or functional plans.

For further detail concerning joint planning, refer to JP 5-0, Doctrine for Planning Joint Operations.

- **Maintaining the preparedness of the command** to carry out missions assigned to the command.
- **Carrying out assigned missions, tasks, and responsibilities.**
- **Assigning tasks to, and directing coordination among, the subordinate commands** to ensure unity of effort in the accomplishment of the assigned missions.
- **Communicating directly with the following.**
 - The **Service Chiefs** on single-Service matters as appropriate.
 - The **Chairman of the Joint Chiefs of Staff** on other matters, including the preparation of strategic, joint operation, and logistic plans; strategic and operational direction of assigned forces; conduct of combat operations; and any other necessary function of command required to accomplish the mission.
 - The **Secretary of Defense**, in accordance with applicable directives.

- **Subordinate elements**, including the development organizations of the **Defense agency or the Military Department** directly supporting the development and acquisition of the combatant commander's C2 system in coordination with the Director of the Defense agency or Secretary of the Military Department concerned.

- Keeping the **Chairman of the Joint Chiefs of Staff** promptly **advised of significant events and incidents** that occur in the functional area or geographic AOR, particularly those incidents that could create **national or international repercussions**.

For further detail, refer to Chapter I, "Doctrine and Policy Governing Unified Direction of Forces," paragraph 8; Chapter II, "Functions of the Department of Defense and Its Major Components," Section D, "Functions of the Combatant Commanders"; and Chapter III, "Doctrine and Policy for Joint Command and Control," Section A, "Command Relationships," paragraph 3.

e. Authority of the Commander of a Unified Command in an Emergency

- In the event of a **major emergency** in the geographic combatant commander's AOR requiring the use of all available forces, the **geographic combatant commander may temporarily assume OPCON of all forces in the assigned AOR**, including those of another command, but excluding those forces scheduled for or actually engaged in the execution of specific operational missions under joint operation plans approved by the Chairman of the Joint Chiefs of Staff that would be interfered with by the contemplated use of such

forces. The **commander determines when such an emergency exists** and, on assuming OPCON over forces of another command, immediately **advises the following individual(s)** of the nature and estimated duration of employment of such forces.

- The **Chairman of the Joint Chiefs of Staff**.

- The appropriate **operational commanders**.

- The **Service Chief** of the forces concerned.

- The **authority to assume OPCON** of forces in the event of a major emergency **will not be delegated**.
- Unusual circumstances in wartime, emergencies, or crises involving MOOTW (such as a terrorist incident) may require a **geographic combatant commander to directly exercise COCOM through a shortened chain of command to forces assigned for the purpose of resolving the crisis**. Additionally, the combatant commander can **assume COCOM, in the event of war or an emergency** that prevents control through normal channels, **of security assistance organizations** within the commander's general geographic AOR, or **as directed by the NCA**. All commanders bypassed in such exceptional command arrangements will be advised of all directives issued to and reports sent from elements under such exceptional command arrangements. Such arrangements will be terminated as soon as practicable, consistent with mission accomplishment.

f. Geographic Combatant Commanders' Authority for Force Protection.

- Combatant commanders with geographic responsibilities shall exercise authority for force protection over all DOD personnel (including their dependents) assigned, attached, transiting through, or training in the combatant commander's AOR; except for those for whom the chief of mission retains security responsibility.
- This authority enables combatant commanders to change, modify, prescribe, and enforce force protection measures for covered forces.
- Directives from combatant commanders having authority for force protection should consider the worldwide mission of those commanders with global responsibilities.

For further detail concerning the force protection authority of the geographic combatant commanders, refer to DODD 2000.12, DOD Antiterrorism/Force Protection (AT/FP) Program.

g. Assumption of Temporary Command. In the temporary absence of a combatant commander from the command,

interim command will pass to the deputy commander. If a deputy commander has not been designated, interim command will pass to the **next senior officer** present for duty who is eligible to exercise command, regardless of Service affiliation.

3. Specified Command

There are currently no specified commands designated. Because the option to create a specified command still exists, the following information is provided. A specified command is a **command that has broad continuing missions** and is established by the President, through the Secretary of Defense, with the advice and assistance of the Chairman of the Joint Chiefs of Staff (see Figure V-3).

a. **Composition.** Although a specified command **normally is composed of forces from one Military Department**, it may include units and staff representation from other Military Departments.

b. **Transfer of Forces from Other Military Departments.** When units of other Military Departments are transferred (assigned or attached) to the commander of a specified command, the purpose and duration

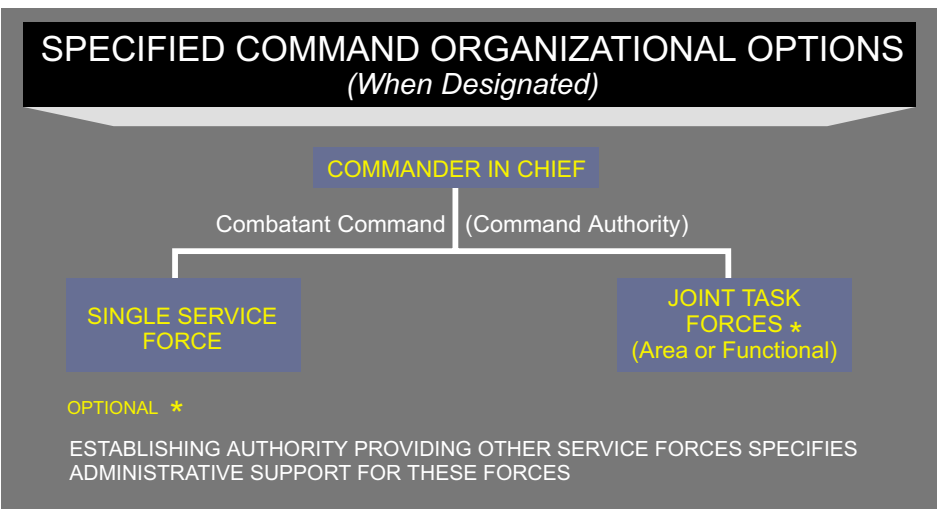


Figure V-3. Specified Command Organizational Options (When Designated)

of the transfer normally will be indicated. Such transfer, in and of itself, does not constitute the specified command as a unified command or a JTF. If the transfer is major and to be of long duration, a unified command normally would be established in lieu of a specified command.

c. **Authority and Responsibilities.** The commander of a specified command has the same authority and responsibilities as the commander of a unified command, except that no authority exists to establish subordinate unified commands.

4. Subordinate Unified Command

When authorized by the NCA through the Chairman of the Joint Chiefs of Staff, **commanders of unified commands may establish subordinate unified commands** (also called **subunified commands**) to conduct operations on a continuing basis in accordance with the criteria set forth for

unified commands (see Figure V-4). A subordinate unified command (e.g., United States Forces Korea, Special Operations Command of Joint Forces Command) may be established on a **geographical area** or **functional basis**. **Commanders of subordinate unified commands have functions and responsibilities similar to those of the commanders of unified commands** and exercise OPCON of assigned commands and forces and normally over attached forces within the assigned JOA or functional area. **The commanders of components or Service forces of subordinate unified commands have responsibilities and missions similar to those for component commanders within a unified command.** The Service component or Service force commanders of a subordinate unified command normally will communicate directly with the commanders of the Service component command of the unified command on Service-specific matters and inform the commander of the subordinate unified command as that commander directs.

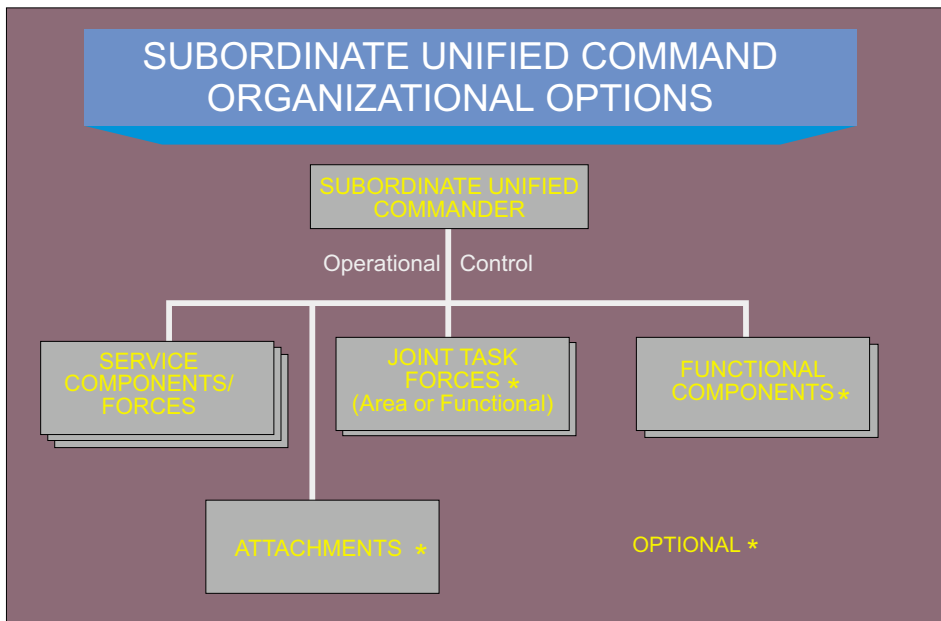


Figure V-4. Subordinate Unified Command Organizational Options

5. Joint Task Force

As shown in Figure V-5, a **JTF** is a **joint force** that is constituted and so designated by the Secretary of Defense, a combatant commander, a subordinate unified commander, or an existing JTF commander. (A naval force consisting of Navy and Marine Corps forces does not by itself constitute a JTF.)

a. A JTF may be established on a **geographical area** or **functional basis** when the mission has a **specific limited objective** and does **not require overall centralized control of logistics**. The mission assigned to a JTF should require execution of responsibilities involving a joint force on a significant scale and close integration of effort, or should require coordination within a subordinate area or coordination of local defense of a subordinate area. A JTF is **dissolved by the proper authority** when the purpose for which it was created has been achieved or when it is no longer required.

b. The authority establishing a JTF **designates the commander and assigns the mission and forces**.

c. The commander of a JTF **exercises OPCON** over assigned (and normally over attached) forces. The commander is responsible for making **recommendations to the superior commander** on the proper employment of assigned and attached forces and for accomplishing such operational missions as may be assigned by the establishing commander. JTF commanders also are responsible to the establishing commander for the **conduct of joint training of assigned forces**.

d. Although not recommended, due to the need to concentrate on JTF-level considerations, **the JTF commander also may act as the commander of a subordinate command, when authorized by the establishing authority**. When this is the case, the commander also has the responsibilities associated with the subordinate command for

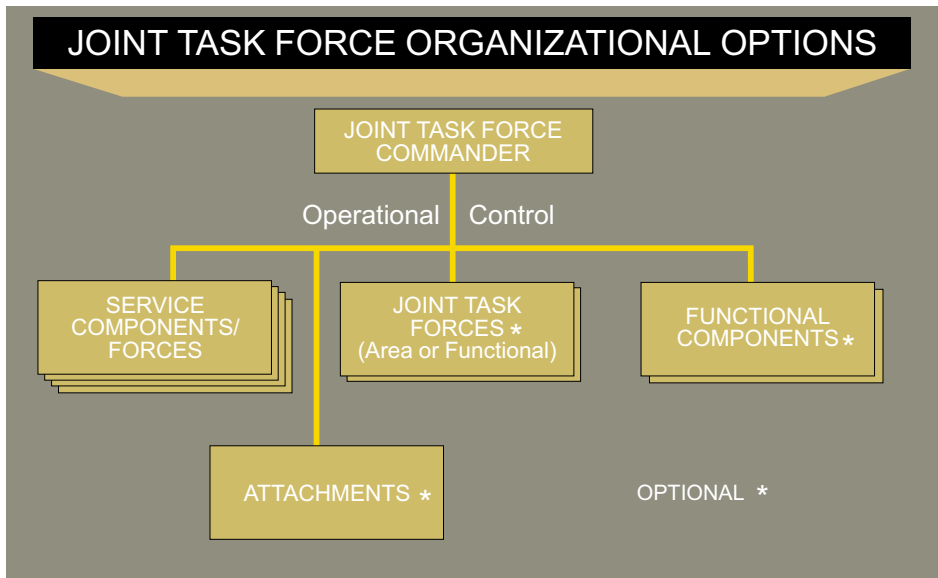


Figure V-5. Joint Task Force Organizational Options

the forces belonging to the parent Service. The JTF establishing authority should consider that dual-hatting a commander also means dual-hatting the commander's staff that can result in forcing the staff to operate at the operational and tactical levels simultaneously.

e. The JTF commander will have a **joint staff** with appropriate members in key positions of responsibility from each Service or functional component having significant forces assigned to the command.

f. JTF headquarters basing depends on the JTF mission, operational environment, and available capabilities and support. Basing options for a JTF headquarters include the following:

- Land-based;
- Sea-based;
- Initially sea-based, then transition to a different land-based staff; or
- Initially sea-based, then moves ashore while retaining control.

For further detail concerning JTFs, refer to JP 5-00.2, Joint Task Force Planning Guidance and Procedures.

SECTION B. THE COMMANDER, STAFF, AND COMPONENTS OF A JOINT FORCE

6. Commander Responsibilities

a. **Responsibilities of a Superior Commander.** Although specific responsibilities will vary, **every superior commander possesses the general responsibilities to provide the following.**

- **Timely communication** of clear-cut missions or tasks, together with the role of each subordinate in the superior's plan. Tasks must be realistic and leave the subordinate as much freedom of execution as possible.

- **Forces and other means** in a timely manner to immediate subordinates for accomplishing assigned tasks. This includes the requisite time to plan and prepare for military action.

- **All available information** to subordinates that bears on the changing situation, including changes in plans, missions and tasks; resources; and friendly, enemy, and environmental situations.

- **Delegation of authority** to subordinates commensurate with their responsibilities.

b. **Responsibilities of a Subordinate Commander.** In addition to other responsibilities that change according to circumstances, **all subordinate commanders possess the general responsibilities to provide for the following.**

- **The accomplishment of missions or tasks** assigned by the plans and orders of the superior. Authority normally is given to the subordinate commander to select the methodology for accomplishing the mission; however, this may be limited by establishing directives issued by the superior commander to ensure effective joint operations. When required by a changing situation, a subordinate commander may depart in some measure from the plan if the action will not unnecessarily jeopardize friendly forces and is in the best interest of better accomplishing the overall objective. Any such departure from the plan by a

subordinate commander should, if possible, be coordinated with other concerned commanders prior to departure from the plan. In addition, the departure must be communicated as soon as practicable to the superior.

- **Advice to the superior commander** regarding employment possibilities of and consequences to the subordinate command, cooperation with appropriate government and nongovernmental agencies, and other matters of common concern.
- **Timely information to the superior commander** relating to the subordinate commander's situation and progress.

c. Responsibilities of Adjacent Commanders. Commanders who share a **common superior** or a **common boundary** are responsible for the following.

- **Consider the impact** of one's own actions or inactions on adjacent commanders.
- **Provide timely information** to adjacent commanders regarding one's own intentions and actions, as well as those of nonmilitary agencies or of the enemy, which may influence adjacent activity.
- **Support** adjacent commanders as required by the common aim and the unfolding situation.
- **Coordinate the support** provided and received.

d. Responsibilities of Deputy Commanders. Deputy commanders in a joint force may be designated as the JFC's principal assistant available to replace the JFC, if needed. The deputy commander should not be a member of the same Service as the JFC. The deputy commander's responsibilities may include the following.

- Performing special duties (e.g., chair the joint targeting coordination board, cognizance of liaison personnel reporting to the joint force headquarters, interagency coordination).
- Working with the components to keep the commander updated.
- Refining the relationship with the components to ensure the most efficient and effective command relationships.
- Tracking the JFC's CCIR to ensure compliance.

7. Staff of a Joint Force

"To educate staff officers and other leaders in joint operational-level planning and warfighting in order to instill a primary commitment to joint, multinational, and interagency teamwork, attitudes, and perspectives."

Mission Statement, Joint Forces Staff College

A **joint staff** should be established for **commands comprised of more than one Service**. The staff of the commander of a combatant command, subordinate unified command, JTF, or subordinate functional component (when a functional component command will employ forces from more than one Service) must be composed of Service members that **comprise significant elements** of the joint force. Positions on the staff should be divided so that **Service representation** and **influence** generally reflect the **Service composition** of the force.

a. Basic Doctrine

- A JFC is authorized to **organize the staff** and **assign responsibilities** to individual Service members assigned to the staff as deemed necessary to ensure **unity of**

effort and accomplishment of assigned missions.

- A joint staff should be reasonably **balanced** as to **numbers, experience, influence of position, and rank of the** Service members concerned. The composition of a joint staff should be commensurate with the **composition of forces** and the **character of the contemplated operations** to ensure that the staff understands the capabilities, needs, and limitations of each element of the force. The **number of personnel** on a joint staff should be kept to the **minimum** consistent with the task to be performed. The joint staff members should be assigned long enough to gain experience and be effective.
- **Each person assigned** to serve on a joint staff will be **responsible to the JFC** and should have thorough knowledge of the JFC's policies.
- The commander of a force for which a joint staff is established should ensure that the **recommendations of any member** of the staff **receive consideration.**
- **The degree of authority to act in the name of and for the commander is a matter to be specifically prescribed by the commander.**
- **Orders and directives** from a higher to a subordinate command should be **issued in the name of the commander of the higher command to the commander of the immediate subordinate command** and not directly to elements of that subordinate command. Exceptions may sometimes be required under certain emergency or crisis situations. C2 of nuclear forces is an example of one such exception.
- To expedite the execution of orders and directives and to promote teamwork between commands, **a commander may authorize the command's staff officers to communicate directly with appropriate staff officers of other commands** concerning the details of plans and directives that have been received or are to be issued.
- **Each staff division must coordinate its actions and planning with the other staff divisions concerned** and keep them informed of actions taken and the progress achieved. Normally, each of the general joint staff divisions is assigned responsibility for a particular type of problem and subject and for coordinating the work of the special staff divisions and other agencies of the staff that relate to that problem or subject.
- **Joint staff divisions and special staff sections** should be **limited** to those functions for which the JFC is responsible or that require the commander's general supervision in the interest of unity of effort.
- The authority that establishes a joint force should make the provisions for **furnishing necessary personnel** for the commander's staff.

b. **Staff Organization.** The staff organization should generally conform to the principles established in this section.

- **Principal Staff Officer.** The **chief of staff** functions as the **principal staff officer, assistant, and advisor** to the commander. The chief of staff coordinates and directs the work of the staff divisions. One or more **deputies** to the chief of staff and a **secretary** of the staff may be provided to assist the chief of staff in the performance of

assigned duties. A deputy chief of staff normally should be from a Service other than that of the chief of staff. The secretary of the staff is the executive in the office of the chief of staff and is responsible for routing and forwarding correspondence and papers and maintaining office records.

- **Personal Staff Group of the Commander.** The commander's personal staff performs duties prescribed by the commander and is responsible directly to the commander.

This group, normally composed of **aides** to the commander and **staff officers** handling special matters over which the commander wishes to exercise close personal control, will usually include a staff judge advocate, POLAD, public affairs officer, inspector general, provost marshal, chaplain, surgeon, historian, and others as directed.

- **Special Staff Group.** The special staff group consists of **representatives of technical or administrative services** and can include representatives from government or nongovernmental agencies. The general functions of the special staff include **furnishing technical, administrative, and tactical advice and recommendations** to the commander and other staff officers; **preparing the parts of plans, estimates, and orders** in which they have primary interest; and **coordinating and supervising the activities** for which each staff division is responsible. Because the headquarters of a joint force is concerned primarily with broad operational matters rather than with technical problems associated with administration and support of assigned and/or attached forces, this group should be small to avoid unnecessary duplication of corresponding staff sections or divisions within the Service component headquarters.

When a commander's headquarters is organized without a special staff group, the officers who might otherwise compose the special staff group may be organized as branches of the divisions of the joint staff or as additional joint staff divisions.

- **Joint Force Staff Directorates.** The general or joint staff group is made up of **staff directorates** corresponding to the major functions of command, such as **personnel, intelligence, operations, logistics, plans, and C4 systems**. The head of each staff directorate may be designated as a **director** or as an **assistant chief of staff**. The directors or assistant chiefs of staff provide staff supervision for the commander of all activities pertaining to their respective functions.

•• **Manpower and Personnel Directorate (J-1).** The J-1 is charged with **manpower management**, the formulation of **personnel policies**, and **supervision** of the administration of personnel of the command (including civilians under the supervision or control of the command) and enemy prisoners of war. Because many of the problems confronting this division are necessarily of a single-Service nature, the division should consider the established policies of the Military Departments.

•• **Intelligence Directorate (J-2).** The primary function of the J-2 is to support the commander and the staff by ensuring the availability of reliable intelligence and timely indications and warnings on the characteristics of the operational area. Within the scope of the essential elements of information, the J-2 participates in joint staff planning and in planning, coordinating, directing, integrating, and controlling a concentration of intelligence efforts on the proper items

of intelligence interest at the appropriate time. The J-2 tells the JFC what the adversaries or potential adversaries are doing, what they are capable of doing, and what they may do in the future. Intelligence assists the JFC and staff in visualizing the operational area and in achieving information superiority. Intelligence also contributes to information superiority by attempting to discern an adversary's probable intent and future COA. The J-2 also ensures adequate intelligence collection and reporting to disclose enemy capabilities and intentions as quickly as possible. The J-2 is responsible for the operation of the **joint intelligence center and/or joint analysis center** for the combatant commander and the joint intelligence support element for a subordinate JFC.

•• **Operations Directorate (J-3).** The J-3 assists the commander in the discharge of assigned responsibility for the **direction and control of operations**, beginning with planning and follow-through until specific operations are completed. In this capacity the J-3 **plans, coordinates, and integrates** operations. The flexibility and range of modern forces require close coordination and integration for effective unity of effort. When the joint staff includes a plans directorate (J-5), the J-5 performs the long-range or future planning responsibilities. The J-3 is responsible for the operation of the **Joint Operations Center** for the JFC.

•• **Logistics Directorate (J-4).** The J-4 is charged with the **formulation of logistic plans** and with the **coordination and supervision** of supply, maintenance, repair, evacuation, transportation, engineering, salvage, procurement, health services, mortuary affairs, security assistance, host-nation support, and related logistic activities. Because many

of the problems confronting this directorate are necessarily of a single-Service nature, the established policies of the Military Departments should be considered. The J-4 is responsible for **advising the commander** of the **logistic support** that can be provided for proposed COAs. In general, the J-4 formulates policies to ensure **effective logistic support** for all forces in the command and **coordinates execution** of the commander's policies and guidance.

•• **Plans Directorate.** The J-5 assists the commander in **long-range or future planning, preparation of campaign and joint operation plans, and associated estimates** of the situation. The J-5 may contain an analytic cell that conducts simulations and analyses to assist the commander in plans preparation activities, or such a cell may be established as a special staff division or section.

•• **Command, Control, Communications, and Computer Systems Directorate (J-6).** The J-6 assists the commander in all responsibilities for **communications infrastructure, communications-computer networking, communications electronics, information assurance, tactical communications, and interoperability**. This includes development and integration of C4 **architectures** and **plans** that support the command's operational and strategic requirements, as well as **policy and guidance for implementation and integration** of interoperable C4 systems to exercise command in the execution of the mission.

• **Liaison Officers.** Liaisons from various higher, lower, and adjacent organizations are normally spread throughout the joint force staff and not grouped as a separate entity. The administration and

assignment of liaison officers is normally under the cognizance of the deputy JFC or the chief of staff.

8. Joint Command and Staff Process

a. **General.** The nature, scope, and tempo of military operations continually changes, requiring the commander to make new decisions and take new actions in response to these changes. This may be viewed as part of a **cycle**, which is repeated when the situation changes significantly. The cycle may be deliberate or rapid, depending on the time available. However, effective decisionmaking and follow-through require that the basic process be understood by all commanders and staff officers and adapted to the prevailing situation. Although the scope and details will vary with the level and function of the command, **the purpose is constant: analyze the situation and need for action; determine the COA best suited for mission accomplishment; and carry out that COA**, with adjustments as necessary, while **continuing to assess** the unfolding situation.

b. **Estimates, Decisions, and Directives.** These processes are iterative, beginning with the initial **recognition that the situation has changed** (e.g., change of mission, change in the friendly or enemy situation) requiring a new decision by the commander. **The staff assembles available information** regarding the enemy, friendly, and environmental situations and **assists the commander in analyzing the mission and devising COAs. The staff then analyzes these COAs and the commander makes a decision.** This decision identifies what the command is to do and becomes the **“mission” paragraph** of a plan or order. A format as depicted in JP 3-0, *Doctrine for Joint Operations*, may be used as a checklist to assist the staff and commander during the preparation of estimates and directives. Simulation and analysis capabilities can assist in correlation of friendly

and enemy strengths and weaknesses, as well as in analysis of COAs.

c. **Follow-Through.** Having received and analyzed the mission, the commander determines how it will be accomplished and **directs subordinate commanders to accomplish certain tasks** that contribute to the common goal. Then the **commander** is responsible for carrying out the mission to **successful conclusion**, using supporting staff studies, coordination, and analysis relating to:

- Supervision of the conduct of operations;
- Changes to orders, priorities, and apportionment of support;
- Commitment and reconstitution of the reserve; and
- After mission attainment, consolidation and refit in preparation for the next task.

9. Service Component Commands

A combatant command-level Service component command **consists of the Service component commander and all the Service forces** (such as individuals, units, detachments, organizations, and installations, including the support forces) **that have been assigned to a combatant command** or further assigned to a subordinate unified command or JTF (forces assigned to the combatant commands are identified in the “Forces for Unified Commands” memorandum signed by the Secretary of Defense). Other individuals, units, detachments, organizations, or installations may operate directly under the Service component commander and contribute to the mission of the JFC. When a Service command is designated as the “Service component” to **multiple combatant commanders, the commander and only that portion of the commander’s assets**

assigned to a particular combatant commander are under the command authority of that particular combatant commander.

a. Designation of Service Component Commanders. With the exception of the commander of a combatant command and members of the command's joint staff, **the senior officer of each Service** assigned to a combatant command and qualified for command by the regulations of the parent Service **is designated the commander of the Service component forces**, unless another officer is so designated by competent authority. The assignment of any specific individual as a Service component commander of a combatant command is subject to the concurrence of the combatant commander.

b. Responsibilities of Service Component Commanders. Service component commanders have responsibilities **that derive from their roles in fulfilling the Services' support function**. The JFC also may conduct operations through the Service component commanders or, at lower echelons, Service force commanders. In the event that OPCON of Service component forces is delegated by the JFC to a Service component or force commander of a subordinate joint force command, the authority of the Service component of the superior JFC is described as ADCON that includes responsibilities for certain Service-specific functions. **Service component commanders are responsible to the JFC for the following.**

- **Make recommendations to the JFC on the proper employment** of the forces of the Service component.
- **Accomplish such operational missions** as may be assigned.
- **Select and nominate specific units of** the parent Service component **for**

assignment to other subordinate forces. Unless otherwise directed, these units revert to the Service component commander's control when such subordinate forces are dissolved.

- **Conduct joint training**, including the training, as directed, of components of other Services in joint operations for which the Service component commander has or may be assigned primary responsibility, or for which the Service component's facilities and capabilities are suitable.
- **Inform their JFC** (and their combatant commander, if affected) **of planning for changes in logistic support** that would significantly affect operational capability or sustainability sufficiently early in the planning process for the JFC to evaluate the proposals prior to final decision or implementation. If the combatant commander does not approve the proposal and discrepancies cannot be resolved between the combatant commander and the Service component commander, the combatant commander will forward the issue through the Chairman of the Joint Chiefs of Staff to the Secretary of Defense for resolution. Under crisis action or wartime conditions, and where critical situations make diversion of the normal logistic process necessary, Service component commanders will implement directives issued by the combatant commander.
- **Develop program and budget requests** that comply with combatant commander guidance on warfighting requirements and priorities. The Service component commander will provide to the combatant commander a copy of the program submission prior to forwarding it to the Service headquarters. The Service component commander will keep the combatant commander

informed of the status of combatant commander requirements while Service programs are under development.

- **Inform the combatant commander (and any intermediate JFCs) of program and budget decisions** that may affect joint operation planning. The Service component commander will inform the combatant commander of such decisions and of program and budget changes in a timely manner during the process in order to permit the combatant commander to express the command's views before a final decision. The Service component commander will include in this information Service rationale for nonsupport of the combatant commander's requirements.
- **Provide, as requested, supporting joint operation and exercise plans** with necessary force data to support missions that may be assigned by the combatant commander.

c. Service component or force commanders in joint forces at any level within a combatant command are responsible to the combatant command-level Service component commander for the following.

- **Internal administration and discipline.**
- **Training** in own Service doctrine, tactical methods, and techniques.
- **Logistic functions** normal to the command, except as otherwise directed by higher authority.
- **Service intelligence matters and oversight of intelligence activities** to ensure compliance with the laws, policies, and directives.

d. Communication with a Service Chief. Unless otherwise directed by the combatant commander, the Service component commander will communicate through the combatant command on those matters over which the combatant commander exercises COCOM. **On Service-specific matters** such as personnel, administration, and unit training, the **Service component commander will normally communicate directly with the Service Chief**, informing the combatant commander as the combatant commander directs.

e. Logistic Authority. The **operating details of any Service logistic support system will be retained and exercised** by the Service component commanders in accordance with instructions of their Military Departments, subject to the directive authority of the combatant commander. Joint force transportation policies will comply with the guidelines established in the Defense Transportation System.

10. Functional Component Commands

Combatant commanders and commanders of subordinate unified commands and JTFs have the **authority to establish functional component commands to control military operations**. JFCs may decide to establish a functional component command to integrate planning; reduce their span of control; and/or significantly improve combat efficiency, information flow, unity of effort, weapon systems management, component interaction, or control over the scheme of maneuver. Functional component commanders have **authority over forces or military capability** made available to them as delegated by the establishing JFC. Functional component commands may be established across the range of military operations **to perform operational missions** that may be of short or

extended duration. JFCs may elect to centralize selected functions within the joint force, but should strive to avoid reducing the versatility, responsiveness, and initiative of subordinate forces. (NOTE: Functional component commands are component commands of a joint force and **do not constitute a “joint force”** with the authorities and responsibilities of a joint force as described in this document, even when composed of forces from two or more Military Departments.)

a. The **JFC** establishing a functional component command has the **authority to designate its commander**. Normally, the Service component commander with the preponderance of forces to be tasked will be designated as the functional component commander; however, the JFC will always consider the mission, nature and duration of the operation, force capabilities, and the C2 capabilities in selecting a commander.

b. The **responsibilities and authority** of a functional component command must be **assigned by the establishing JFC**. The establishment of a functional component commander must not affect the command relationships between Service component commanders and the JFC.

c. The **JFC must designate the forces and/or military capability that will be made available for tasking** by the functional component commander and **the appropriate command relationship(s)** the functional component commander will exercise (e.g., **a joint force special operations component commander** normally has **OPCON** of assigned forces and a **JFACC** normally is delegated **TACON** of the sorties or other military capabilities made available, except for land forces that provide supporting fires which normally are tasked in a direct support role).

d. The commander of a functional component command is **responsible for making recommendations to the establishing commander** on the proper employment of the forces and/or military capability made available to accomplish the assigned responsibilities.

e. **The functional component commander normally will be a Service component commander**. As a Service component commander, the functional component commander also has the **responsibilities associated with Service component command for those assigned forces**. When a functional component command is composed of forces of two or more Services, the functional component commander must be cognizant of the **constraints imposed by logistic factors** on the capability of the forces attached or made available and the **responsibilities retained by the Service component commanders**.

f. When a functional component command will employ forces from more than one Service, **the functional component commander’s staff should reflect the composition of the functional component command** to provide the commander with the expertise needed to effectively employ the forces made available. **Staff billets for the needed expertise and individuals to fill those billets should be identified and used** when the functional component staffs are formed for exercises and actual operations. The **number of personnel** on this staff should be kept to the **minimum** and should be consistent with the task performed. The structure of the staff should be flexible enough to expand or contract under changing conditions without a loss in coordination or capability.

For additional information on C2 by functional component commanders, see JP 3-30, Command and Control for Joint Air Operations, JP 3-31, Command and Control for Joint Land Operations, and JP 3-32, Command and Control for Joint Maritime Operations.

SECTION C. DISCIPLINE AND PERSONNEL ADMINISTRATION

11. Responsibility

a. **Joint Force Commander.** The JFC is responsible for the **discipline and administration of military personnel assigned to the joint organization**. In addition to the administration and disciplinary authority exercised by subordinate JFCs, a combatant commander may prescribe procedures by which the senior officer of a Service assigned to the headquarters element of a joint organization may exercise administrative and nonjudicial punishment authority over personnel of the same Service assigned to the same joint organization.

b. **Service Component Commander.** Each Service component commander in a combatant command is responsible for the **internal administration and discipline** of that Service's component forces, subject to Service regulations and directives established by the combatant commander. The JFC exercises disciplinary authority vested in the JFC by law, Service regulations, and superior authority in the chain of command.

c. **Method of Coordination.** The JFC normally should **exercise administrative and disciplinary authority through the Service component commanders** to the extent practicable. When this is impracticable, the JFC may establish **joint agencies responsible directly to the JFC** to advise or make

recommendations on matters placed within their jurisdiction or, if necessary, to carry out the directives of a superior authority. A **joint military police force** is an example of such an agency.

12. Uniform Code of Military Justice

The UCMJ provides the basic law for discipline of the Armed Forces. The **Manual for Courts-Martial (MCM), United States (as amended)**, prescribes the rules and procedures governing military justice. Pursuant to the authority vested in the President under article 22(a), UCMJ, and in Rules for Courts-Martial (RCM) 201(e)(2)(a) of the MCM (as amended), combatant commanders are given courts-martial jurisdiction over members of any of the Armed Forces. Pursuant to article 23(a)(6), UCMJ, subordinate JFCs of a detached command or unit have special courts-martial convening authority. Under RCM 201(e)(2)(c), combatant commanders may expressly authorize subordinate JFCs who are authorized to convene special and summary courts-martial to convene such courts-martial for the trial of members of other Armed Forces.

13. Rules and Regulations

Rules and regulations implementing the UCMJ and MCM are, for the most part, of single-Service origin. In a **joint force**, however, the **JFC should publish rules and regulations that establish uniform policies** applicable to all Services' personnel within the joint organization where appropriate. For example, joint rules and regulations normally should be published to cover hours and areas authorized for liberty, apprehension of Service personnel, black market and currency control regulations, and other matters that the JFC deems appropriate.

14. Jurisdiction

a. **More than one Service involved.** Matters that involve more than one Service or that occur outside a military reservation but within the jurisdiction of the JFC may be handled either by the **JFC** or by the **Service component commander** unless withheld by the JFC.

b. **One Service involved.** Matters that involve only one Service, and occur on the military reservation or within the military jurisdiction of that Service component, normally should be handled by the **Service component commander**, subject to Service regulations.

15. Trial and Punishment

a. **Convening Courts-Martial.** General courts-martial may be convened by the **commander of a combatant command**. An accused may be tried by any courts-martial convened by a member of a different Military Service when the courts-martial is convened by a JFC who has been specifically empowered by statute, the President, the Secretary of Defense, or a superior commander under the provisions of the RCM (201(e)(2) of the MCM) to refer such cases for trial by courts-martial.

b. **Post-trial and Appellate Processing.** When a courts-martial is convened by a JFC, the convening authority may take action on the sentence and the findings as authorized by the UCMJ and MCM. If the convening authority is unable to take action, the case will be forwarded to the combatant commander or superior JFC exercising general courts-martial convening authority. Following convening authority action, the review and appeals procedures applicable to the accused's Service will be followed.

c. **Nonjudicial Punishment.** The JFC may impose nonjudicial punishment upon any military personnel of the command, unless such authority is limited or withheld by a superior commander. **The JFC will use the regulations of the alleged offender's Service** when conducting nonjudicial punishment proceedings, including punishment, suspension, mitigation, and filing. Except as noted below, appeals and other actions involving review of nonjudicial punishment imposed by a JFC will follow the appropriate regulations of the alleged offender's Service. **When the combatant commander personally imposes nonjudicial punishment, or is otherwise disqualified from being the appellate authority, appeals will be forwarded to the Chairman of the Joint Chiefs of Staff** for appropriate action by the Secretary of Defense or SecDef designee. Collateral decisions and processing (e.g., personnel and finance actions and unfavorable notations in selection records and personnel files) will be handled in Service channels.

d. **Execution of Punishment.** Execution of any punishment adjudged or imposed within any Service may be carried out by another Service under regulations provided by the Secretaries of the Military Departments.

16. Morale and Welfare

In a joint force, the morale and welfare of the personnel of each Service are the responsibility of the Service component commander and the JFC insofar as they affect the accomplishment of the mission. Morale, welfare, and recreational facilities may be operated either by a single-Service or jointly as directed by the combatant commander in whose AOR the facility is located. Facilities operated by one Service should be made available to personnel of other Services to the extent practicable. Facilities

that are jointly operated should be available equitably to all Services. Religious support to the personnel of each Service is the responsibility of the Service component commander and the JFC insofar as it affects the accomplishment of the mission.

For further information on morale and welfare, see JP 1-05, Religious Ministry Support for Joint Operations.

17. Awards and Decorations

Recommendations for decorations and medals will be **made by the JFC** in accordance with Service regulations or as prescribed by DOD 1348.33-M, *Manual of Military Decorations & Awards*, as applicable.

Recommendations for joint awards will be processed through **joint channels**. Concurrence of the Chairman of the Joint Chiefs of Staff is required prior to initiating a request for a joint award for a combatant commander. When a member of a joint staff is recommended for a **Service award**, the JFC

will **process the recommendation through Service channels**.

18. Efficiency and Fitness Reports

The **immediate superior** of an officer in a joint organization is responsible for **preparing and forwarding an efficiency or fitness report** in accordance with the regulations (and on the prescribed form) of the reported member's Service. Completed reports will be forwarded to the reported officer's Service for filing. Letter reports prepared by combatant commanders for component commanders will be forwarded through the Chairman of the Joint Chiefs of Staff to the reported officer's Service.

For further information on personnel administration and discipline, refer to JP 1-0, Doctrine for Personnel Support to Joint Operations, and JP 1-04, Joint Tactics, Techniques, and Procedures for Legal Support to Joint Operations.

APPENDIX A

REFERENCES

The development of JP 0-2 is based upon the following primary references.

1. Federal Statutory Laws

- a. The National Security Act of 1947, as amended.
- b. Titles 10 and 32, US Code, as amended.
- c. Title 14, US Code, sections 1, 2, and 141.

2. NCA Guidance

- a. Unified Command Plan.
- b. Forces for Unified Commands.
- c. Presidential Decision Directive-56, *Managing Complex Contingency Operations*.
- d. Executive Order 12333, 4 December 1981, *United States Intelligence Activities*.
- e. SecDef Memorandum, *Assignment of Force*, 6 September 1996.
- f. Nuclear Supplement to the Joint Strategic Capabilities Plan.

3. Memoranda of Agreement and Understanding

- a. DOD and Department of Transportation Memorandum of Agreement, 3 October 1995, *The Use of U.S. Coast Guard Capabilities and Resources in Support of the National Military Strategy*.
- b. DOD and DOS Memorandum of Understanding, 16 December 1997, *Security of DOD Elements and Personnel in Foreign Areas*.

4. DOD Directives

- a. DOD 1348.33-M, *Manual of Military Decorations & Awards*.
- b. DODD 2000.12, 13 April 1999, *DOD Antiterrorism/Force Protection (AT/FP) Program*.
- c. DODD 3020.26, 26 May 1995, *Continuity of Operations (COOP) Policy and Planning*.
- d. DODD 5100.1, 25 September 1987, *Functions of the Department of Defense and its Major Components*.

- e. DODD 5100.20, 23 December 1971, *The National Security Agency and the Central Security Service*.
- f. DODD 5105.19, 25 June 1991, *Defense Information Systems Agency (DISA)*.
- g. DODD 5105.21, 18 February 1997, *Defense Intelligence Agency (DIA)*.
- h. DODD 5105.60, 11 October 1996, *National Imagery and Mapping Agency*.
- i. DODD 5105.62, 30 September 1998, *Defense Threat Reduction Agency*.
- j. DODD 5106.4, 7 January 1993, *Inspectors General (IGs) of the Unified and Specified Combatant Commands*.
- k. The integrated policies and procedures established by the Secretary of Defense for the coordination of the Department of the Army, the Department of the Navy, and the Department of the Air Force.

5. Chairman of the Joint Chiefs of Staff Directives

- a. CJCSI 6120.05, *Manual for Tactical Command and Control Planning Guidance for Joint Operations, Joint Interface Operational Procedures for Message Text Formats*.
- b. CJCSM 3122.01, *Joint Operation Planning and Execution System (JOPES), Vol I: (Planning Policies and Procedures)*.
- c. CJCSM 3410.01, *The Chairman of the Joint Chiefs of Staff Continuity of Operations Plan*.
- d. *Chairman of the Joint Chiefs of Staff Emergency Action Procedures*.

6. Joint Publications

- a. JP 1, *Joint Warfare of the Armed Forces of the United States*.
- b. JP 1-0, *Doctrine for Personnel Support to Joint Operations*.
- c. JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*.
- d. JP 1-04, *Joint Tactics, Techniques, and Procedures for Legal Support to Military Operations*.
- e. JP 1-05, *Religious Ministry Support to Joint Operations*.
- f. JP 3-0, *Doctrine for Joint Operations*.
- g. JP 3-08, *Interagency Coordination During Joint Operations Vol I*.

- h. JP 3-12, *Doctrine for Joint Nuclear Operations*, and JP 3-12 series.
- i. JP 3-16, *Joint Doctrine for Multinational Operations*.
- j. JP 3-30, *Command and Control for Joint Air Operations*.
- k. JP 3-31, *Command and Control for Joint Land Operations*.
- l. JP 3-32, *Command and Control for Joint Maritime Operations*.
- m. JP 4-0, *Doctrine for Logistic Support of Joint Operations*.
- n. JP 5-0, *Doctrine for Planning Joint Operations*.
- o. JP 5-00.2, *Joint Task Force Planning Guidance and Procedures*.
- p. JP 6-0, *Doctrine for Command, Control, Communications, and Computer (C4) Systems Support to Joint Operations*.

7. Other References

- a. *Commander in Chief, US Strategic Command Emergency Action Procedures*.
- b. AJP-4, *Allied Joint Logistics Doctrine*.

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APPENDIX B

ADMINISTRATIVE INSTRUCTIONS

1. User Comments

Users in the field are highly encouraged to submit comments on this publication to: Commander, United States Joint Forces Command, Joint Warfighting Center Code JW100, 116 Lake View Parkway, Suffolk, VA 23435-2697. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

2. Authorship

The lead agent and Joint Staff doctrine sponsor for this publication is the Director for Operational Plans and Joint Force Development (J-7).

3. Supersession

This publication supersedes JP 0-2, 24 February 1995, *Unified Action Armed Forces (UNAAF)*.

4. Change Recommendations

- a. Recommendations for urgent changes to this publication should be submitted:

TO: JOINT STAFF WASHINGTON DC//J7-JDETD//
INFO: USCINCFCOM NORFOLK VA//JW100//

Routine changes should be submitted to the Director for Operational Plans and Joint Force Development (J-7), JDETD, 7000 Joint Staff Pentagon, Washington, DC 20318-7000, with info copies to the USJFCOM JWFC.

- b. When a Joint Staff directorate submits a proposal to the Chairman of the Joint Chiefs of Staff that would change source document information reflected in this publication, that directorate will include a proposed change to this publication as an enclosure to its proposal. The Military Services and other organizations are requested to notify the Director, J-7, Joint Staff, when changes to source documents reflected in this publication are initiated.

- c. Record of Changes:

CHANGE NUMBER	COPY NUMBER	DATE OF CHANGE	DATE ENTERED	POSTED BY	REMARKS

5. Distribution

a. Additional copies of this publication can be obtained through Service publication centers listed below (initial contact) or the USJFCOM JWFC in the event that the joint publication is not available from the Service.

b. Only approved joint publications and joint test publications are releasable outside the combatant commands, Services, and Joint Staff. Release of any classified joint publication to foreign governments or foreign nationals must be requested through the local embassy (Defense Attaché Office) to DIA Foreign Liaison Office, PSS, PO-FL, Room 1A674, Pentagon, Washington, DC 20301-7400.

c. Additional copies should be obtained from the Military Service assigned administrative support responsibility by DOD Directive 5100.3, 1 November 1988, *Support of the Headquarters of Unified, Specified, and Subordinate Joint Commands*.

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Air Force: Air Force Publications Distribution Center
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d. Local reproduction is authorized and access to unclassified publications is unrestricted. However, access to and reproduction authorization for classified joint publications must be in accordance with DOD Regulation 5200.1-R, *Information Security Program*.

GLOSSARY

PART I — ABBREVIATIONS AND ACRONYMS

ADCON	administrative control
AJP	allied joint publication
AOR	area of responsibility
C2	command and control
C2S	command and control support
C4	command, control, communications, and computers
CA	civil affairs
CCIR	commander's critical information requirements
CINCNORAD	Commander in Chief, North American Aerospace Defense Command
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff Instruction
CJCSM	Chairman of the Joint Chiefs of Staff Manual
CNA	computer network attack
CND	computer network defense
COA	course of action
COCOM	combatant command (command authority)
CONPLAN	operation plan in concept format
CONUS	continental United States
COOP	continuity of operations
DIA	Defense Intelligence Agency
DIRLAUTH	direct liaison authorized
DLA	Defense Logistics Agency
DOD	Department of Defense
DODD	Department of Defense Directive
DOS	Department of State
DTRA	Defense Threat Reduction Agency
IO	international organization
ISR	intelligence, surveillance, and reconnaissance
J-1	manpower and personnel directorate of a joint staff
J-2	intelligence directorate of a joint staff
J-3	operations directorate of a joint staff
J-4	logistics directorate of a joint staff
J-5	plans directorate of a joint staff
J-6	command, control, communications, and computer systems directorate of a joint staff
JFACC	joint force air component commander
JFC	joint force commander
JOA	joint operations area
JOPES	Joint Operation Planning and Execution System

JP	joint publication
JSCP	Joint Strategic Capabilities Plan
JSPS	Joint Strategic Planning System
JTF	joint task force
JTTP	joint tactics, techniques, and procedures
MAGTF	Marine air-ground task force
MCM	Manual for Courts-Martial
MNF	multinational force
MOOTW	military operations other than war
NCA	National Command Authorities
NGO	nongovernmental organization
NIMA	National Imagery and Mapping Agency
NMCS	National Military Command System
NMS	national military strategy
NORAD	North American Aerospace Defense Command
NSC	National Security Council
NSS	national security strategy
OPCON	operational control
OPLAN	operation plan
PO	peace operations
POLAD	political advisor
PSYOP	psychological operations
RC	Reserve Component
RCM	Rules for Courts-Martial
ROE	rules of engagement
SecDef	Secretary of Defense
SO	special operations
SOF	special operations forces
TACAIR	tactical air
TACON	tactical control
TRO	training and readiness oversight
UCMJ	Uniform Code of Military Justice
UCP	Unified Command Plan
UN	United Nations
USC	United States Code
USCINCFCOM	Commander in Chief, US Joint Forces Command
USCINCSOC	Commander in Chief, United States Special Operations Command
USCINCSpace	Commander in Chief, United States Space Command
USCINCTrans	Commander in Chief, United States Transportation Command

USG

United States Government

USSOCOM

United States Special Operations Command

PART II — TERMS AND DEFINITIONS

administrative control. Direction or exercise of authority over subordinate or other organizations in respect to administration and support, including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other matters not included in the operational missions of the subordinate or other organizations. Also called ADCON. (JP 1-02)

alliance. An alliance is the result of formal agreements (i.e., treaties) between two or more nations for broad, long-term objectives which further the common interests of the members. (JP 1-02)

area of responsibility. The geographical area associated with a combatant command within which a combatant commander has authority to plan and conduct operations. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

armed forces. The military forces of a nation or a group of nations. (JP 1-02)

Armed Forces of the United States. A term used to denote collectively all components of the Army, Navy, Air Force, Marine Corps, and Coast Guard. See also United States Armed Forces. (JP 1-02)

assign. 1. To place units or personnel in an organization where such placement is relatively permanent, and/or where such organization controls and administers the units or personnel for the primary function, or greater portion of the functions, of the unit or personnel. 2. To detail individuals to specific duties or functions where such duties or functions are primary and/or

relatively permanent. See also attach. (JP 1-02)

attach. 1. The placement of units or personnel in an organization where such placement is relatively temporary. 2. The detailing of individuals to specific functions where such functions are secondary or relatively temporary, e.g., attached for quarters and rations; attached for flying duty. See also assign. (JP 1-02)

battlespace. The environment, factors, and conditions that must be understood to successfully apply combat power, protect the force, or complete the mission. This includes air, land, sea, space, and the included enemy and friendly forces, facilities, weather, terrain, the electromagnetic spectrum, and information environment within the operational areas and areas of interest. (JP 1-02)

boundary. A line which delineates surface areas for the purpose of facilitating coordination and deconfliction of operations between adjacent units, formations, or areas. (JP 1-02)

campaign. A series of related military operations aimed at accomplishing a strategic or operational objective within a given time and space. See also campaign plan. (JP 1-02)

campaign plan. A plan for a series of related military operations aimed at accomplishing a strategic or operational objective within a given time and space. See also campaign. (JP 1-02)

chain of command. The succession of commanding officers from a superior to a subordinate through which command is exercised. Also called command channel. (JP 1-02)

close support. That action of the supporting force against targets or objectives which are sufficiently near the supported force as to require detailed integration or coordination of the supporting action with the fire, movement, or other actions of the supported force. (JP 1-02)

coalition. An ad hoc arrangement between two or more nations for common action. (JP 1-02)

combatant command. A unified or specified command with a broad continuing mission under a single commander established and so designated by the President, through the Secretary of Defense and with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Combatant commands typically have geographic or functional responsibilities. (JP 1-02)

combatant command (command authority). Nontransferable command authority established by title 10 (“Armed Forces”), United States Code, section 164, exercised only by commanders of unified or specified combatant commands unless otherwise directed by the President or the Secretary of Defense. Combatant command (command authority) cannot be delegated and is the authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training, and logistics necessary to accomplish the missions assigned to the command. Combatant command (command authority) should be exercised through the commanders of subordinate organizations. Normally, this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Combatant

command (command authority) provides full authority to organize and employ commands and forces as the combatant commander considers necessary to accomplish assigned missions. Operational control is inherent in combatant command (command authority). Also called COCOM. See also combatant command; combatant commander; operational control; tactical control. (JP 1-02)

combatant commander. A commander in chief of one of the unified or specified combatant commands established by the President. Also called CINC. (JP 1-02)

combined. Between two or more forces or agencies of two or more allies. (When all allies or services are not involved, the participating nations and services shall be identified; e.g., combined navies.) (JP 1-02)

command. 1. The authority that a commander in the Armed Forces lawfully exercises over subordinates by virtue of rank or assignment. Command includes the authority and responsibility for effectively using available resources and for planning the employment of, organizing, directing, coordinating, and controlling military forces for the accomplishment of assigned missions. It also includes responsibility for health, welfare, morale, and discipline of assigned personnel. 2. An order given by a commander; that is, the will of the commander expressed for the purpose of bringing about a particular action. 3. A unit or units, an organization, or an area under the command of one individual. See also combatant command; combatant command (command authority). Also called CMD. (JP 1-02)

command and control. The exercise of authority and direction by a properly designated commander over assigned and attached forces in the accomplishment of the mission. Command and control

functions are performed through an arrangement of personnel, equipment, communications, facilities, and procedures employed by a commander in planning, directing, coordinating, and controlling forces and operations in the accomplishment of the mission. Also called C2. (JP 1-02)

command and control system. The facilities, equipment, communications, procedures, and personnel essential to a commander for planning, directing, and controlling operations of assigned forces pursuant to the missions assigned. (JP 1-02)

commander's critical information requirements. A comprehensive list of information requirements identified by the commander as being critical in facilitating timely information management and the decision making process that affect successful mission accomplishment. The two key subcomponents are critical friendly force information and priority intelligence requirements. Also called CCIR. (JP 1-02)

command relationships. The interrelated responsibilities between commanders, as well as the operational authority exercised by commanders in the chain of command; defined further as combatant command (command authority), operational control, tactical control, or support. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

component. 1. One of the subordinate organizations that constitute a joint force. Normally, a joint force is organized with a combination of Service and functional components. 2. In logistics, a part or combination of parts having a specific function which can be installed or replaced only as an entity. (JP 1-02)

continuity of operations. The degree or state of being continuous in the conduct of functions, tasks, or duties necessary to accomplish a military action or mission in carrying out the national military strategy. It includes the functions and duties of the commander, as well as the supporting functions and duties performed by the staff and others acting under the authority and direction of the commander. Also called COOP. (JP 1-02)

coordinating authority. A commander or individual assigned responsibility for coordinating specific functions or activities involving forces of two or more Military Departments, two or more joint force components, or two or more forces of the same Service. The commander or individual has the authority to require consultation between the agencies involved, but does not have the authority to compel agreement. In the event that essential agreement cannot be obtained, the matter shall be referred to the appointing authority. Coordinating authority is a consultation relationship, not an authority through which command may be exercised. Coordinating authority is more applicable to planning and similar activities than to operations. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

decentralized execution. The delegation of execution authority to subordinate commanders. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

direct liaison authorized. That authority granted by a commander (any level) to a subordinate to directly consult or coordinate an action with a command or agency within or outside of the granting command. Direct

liaison authorized is more applicable to planning than operations and always carries with it the requirement of keeping the commander granting direct liaison authorized informed. Direct liaison authorized is a coordination relationship, not an authority through which command may be exercised. Also called DIRLAUTH. (JP 1-02)

direct support. A mission requiring a force to support another specific force and authorizing it to answer directly the supported force's request for assistance. (JP 1-02)

directive authority for logistics. Combatant commander authority to issue directives to subordinate commanders, including peacetime measures, necessary to ensure the effective execution of approved operation plans. Essential measures include the optimized use or reallocation of available resources and prevention or elimination of redundant facilities and/or overlapping functions among the Service component commands. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

doctrine. Fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application. (JP 1-02)

executive agent. A term used to indicate a delegation of authority by the Secretary of Defense to a subordinate to act on the Secretary's behalf. An agreement between equals does not create an executive agent. For example, a Service cannot become a Department of Defense executive agent for a particular matter with simply the agreement of the other Services; such authority must be delegated by the

Secretary of Defense. Designation as executive agent, in and of itself, confers no authority. The exact nature and scope of the authority delegated must be stated in the document designating the executive agent. An executive agent may be limited to providing only administration and support or coordinating common functions, or it may be delegated authority, direction, and control over specified resources for specified purposes. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

force. 1. An aggregation of military personnel, weapon systems, equipment, and necessary support, or combination thereof. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

functional component command. A command normally, but not necessarily, composed of forces of two or more Military Departments which may be established across the range of military operations to perform particular operational missions that may be of short duration or may extend over a period of time. (JP 1-02)

general support. 1. That support which is given to the supported force as a whole and not to any particular subdivision thereof. (JP 1-02)

integration. 1. In force protection, the synchronized transfer of units into an operational commander's force prior to mission execution. 2. The arrangement of military forces and their actions to create a force that operates by engaging as a whole. 3. In photography, a process by which the average radar picture seen on several scans of the time base may be

obtained on a print, or the process by which several photographic images are combined into a single image. (This term and its definitions modify the existing term and its definitions and are approved for inclusion in the next edition of JP 1-02)

joint. Connotes activities, operations, organizations, etc., in which elements of two or more Military Departments participate. (JP 1-02)

joint doctrine. Fundamental principles that guide the employment of forces of two or more Military Departments in coordinated action toward a common objective. It is authoritative; as such joint doctrine will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. It will be promulgated by or for the Chairman of the Joint Chiefs of Staff, in coordination with the combatant commands and Services. (JP 1-02)

joint force. A general term applied to a force composed of significant elements, assigned or attached, of two or more Military Departments, operating under a single joint force commander. (JP 1-02)

joint force commander. A general term applied to a combatant commander, subunified commander, or joint task force commander authorized to exercise combatant command (command authority) or operational control over a joint force. Also called JFC. (JP 1-02)

joint operations. A general term to describe military actions conducted by joint forces, or by Service forces in relationships (e.g., support, coordinating authority), which, of themselves, do not create joint forces. (JP 1-02)

joint operations area. An area of land, sea, and airspace, defined by a geographic combatant commander or subordinate

unified commander, in which a joint force commander (normally a joint task force commander) conducts military operations to accomplish a specific mission. Joint operations areas are particularly useful when operations are limited in scope and geographic area or when operations are to be conducted on the boundaries between theaters. Also called JOA. (JP 1-02)

joint operations center. A jointly manned facility of a joint force commander's headquarters established for planning, monitoring, and guiding the execution of the commander's decisions. Also called JOC. (JP 1-02)

joint staff. 1. The staff of a commander of a unified or specified command, subordinate unified command, joint task force, or subordinate functional component (when a functional component command will employ forces from more than one Military Department), which includes members from the several Services comprising the force. These members should be assigned in such a manner as to ensure that the commander understands the tactics, techniques, capabilities, needs, and limitations of the component parts of the force. Positions on the staff should be divided so that Service representation and influence generally reflect the Service composition of the force. 2. (capitalized as Joint Staff) The staff under the Chairman of the Joint Chiefs of Staff as provided for in the National Security Act of 1947, as amended by the Goldwater-Nichols Department of Defense Reorganization Act of 1986. The Joint Staff assists the Chairman and, subject to the authority, direction, and control of the Chairman, the other members of the Joint Chiefs of Staff and the Vice Chairman in carrying out their responsibilities. Also called JS. (JP 1-02)

Joint Strategic Capabilities Plan. The Joint Strategic Capabilities Plan (JSCP) provides

guidance to the combatant commanders and the Joint Chiefs of Staff to accomplish tasks and missions based on current military capabilities. It apportions resources to combatant commanders, based on military capabilities resulting from completed program and budget actions and intelligence assessments. The JSCP provides a coherent framework for capabilities-based military advice provided to the National Command Authorities. Also called JSCP. (JP 1-02)

joint task force. A joint force that is constituted and so designated by the Secretary of Defense, a combatant commander, a subunified commander, or an existing joint task force commander. Also called JTF. (JP 1-02)

Military Department. One of the departments within the Department of Defense created by the National Security Act of 1947, as amended. (JP 1-02)

Military Service. A branch of the Armed Forces of the United States, established by act of Congress, in which persons are appointed, enlisted, or inducted for military service, and which operates and is administered within a military or executive department. The Military Services are: the United States Army, the United States Navy, the United States Air Force, the United States Marine Corps, and the United States Coast Guard. (JP 1-02)

multinational force. A force composed of military elements of nations who have formed an alliance or coalition for some specific purpose. See also multinational operations. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

multinational force commander. A general term applied to a commander who exercises

command authority over a military force composed of elements from two or more nations. The extent of the multinational force commander's command authority is determined by the participating nations. Also called MNFC. (JP 1-02)

multinational operations. A collective term to describe military actions conducted by forces of two or more nations, usually undertaken within the structure of a coalition or alliance. (JP 1-02)

mutual support. That support which units render each other against an enemy, because of their assigned tasks, their position relative to each other and to the enemy, and their inherent capabilities. (JP 1-02)

National Command Authorities. The President and the Secretary of Defense or their duly deputized alternates or successors. Also called NCA. (JP 1-02)

National Military Command System. The priority component of the Global Command and Control System designed to support the National Command Authorities and Joint Chiefs of Staff in the exercise of their responsibilities. Also called NMCS. (JP 1-02)

national military strategy. The art and science of distributing and applying military power to attain national objectives in peace and war. (JP 1-02)

national security strategy. The art and science of developing, applying, and coordinating the instruments of national power (diplomatic, economic, military, and informational) to achieve objectives that contribute to national security. Also called national strategy or grand strategy. (JP 1-02)

national support element. Any national organization or activity that supports national forces that are a part of a

multinational force. Their mission is nation-specific support to units and common support that is retained by the nation. Also called NSE. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

nongovernmental organizations.

Transnational organizations of private citizens that maintain a consultative status with the Economic and Social Council of the United Nations. Nongovernmental organizations may be professional associations, foundations, multinational businesses, or simply groups with a common interest in humanitarian assistance activities (development and relief). “Nongovernmental organizations” is a term normally used by non-United States organizations. Also called NGOs. (JP 1-02)

objective. 1. The clearly defined, decisive, and attainable goals towards which every military operation should be directed. 2. The specific target of the action taken (for example, a definite terrain feature, the seizure or holding of which is essential to the commander’s plan, or, an enemy force or capability without regard to terrain features). (This term and its definition are provided for information only and are proposed for inclusion in JP 1-02 by JP 3-0.)

operational area. An overarching term encompassing more descriptive terms for geographic areas in which military operations are conducted. Operational areas include, but are not limited to, such descriptors as area of responsibility, theater of war, theater of operations, joint operations area, amphibious objective area, joint special operations area, and area of operations. (This term and its definition are provided for information only and are proposed for inclusion in JP 1-02 by JP 3-0.)

operational control. Command authority that may be exercised by commanders at any echelon at or below the level of combatant command. Operational control is inherent in combatant command (command authority) and may be delegated within the command. When forces are transferred between combatant commands, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over these forces must be specified by the Secretary of Defense. Operational control is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. Operational control includes authoritative direction over all aspects of military operations and joint training necessary to accomplish missions assigned to the command. Operational control should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Operational control normally provides full authority to organize commands and forces and to employ those forces as the commander in operational control considers necessary to accomplish assigned missions; it does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training. Also called OPCON. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

Service component command. A command consisting of the Service component commander and all those Service forces, such as individuals, units, detachments,

organizations, and installations under the command, including the support forces that have been assigned to a combatant command, or further assigned to a subordinate unified command or joint task force. See also component; functional component command. (JP 1-02)

specified command. A command that has a broad, continuing mission, normally functional, and is established and so designated by the President through the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff. It normally is composed of forces from a single Military Department. Also called specified combatant command. (JP 1-02)

subordinate unified command. A command established by commanders of unified commands, when so authorized through the Chairman of the Joint Chiefs of Staff, to conduct operations on a continuing basis in accordance with the criteria set forth for unified commands. A subordinate unified command may be established on an area or functional basis. Commanders of subordinate unified commands have functions and responsibilities similar to those of the commanders of unified commands and exercise operational control of assigned commands and forces within the assigned operational area. Also called subunified command. (JP 1-02)

support. 1. The action of a force that aids, protects, complements, or sustains another force in accordance with a directive requiring such action. 2. A unit that helps another unit in battle. 3. An element of a command that assists, protects, or supplies other forces in combat. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

supported commander. 1. The commander having primary responsibility for all aspects of a task assigned by the Joint Strategic Capabilities Plan or other joint operation planning authority. In the context of joint operation planning, this term refers to the commander who prepares operation plans or operation orders in response to requirements of the Chairman of the Joint Chiefs of Staff. 2. In the context of a support command relationship, the commander who receives assistance from another commander's force or capabilities, and who is responsible for ensuring that the supporting commander understands the assistance required. (This term and its definition are provided for information only and are proposed for inclusion in JP 1-02 by JP 3-0.)

supporting commander. 1. A commander who provides augmentation forces or other support to a supported commander or who develops a supporting plan. Includes the designated combatant commands and Defense agencies as appropriate. 2. In the context of a support command relationship, the commander who aids, protects, complements, or sustains another commander's force, and who is responsible for providing the assistance required by the supported commander. (This term and its definition are provided for information only and are proposed for inclusion in JP 1-02 by JP 3-0.)

tactical control. Command authority over assigned or attached forces or commands, or military capability or forces made available for tasking, that is limited to the detailed direction and control of movements or maneuvers within the operational area necessary to accomplish missions or tasks assigned. Tactical control is inherent in operational control. Tactical control may be delegated to, and exercised at any level at or below the level of combatant

command. When forces are transferred between combatant commands, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over these forces must be specified by the Secretary of Defense. Tactical control provides sufficient authority for controlling and directing the application of force or tactical use of combat support assets within the assigned mission or task. Also called TACON. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

tactics. 1. The employment of units in combat. 2. The ordered arrangement and maneuver of units in relation to each other and/or to the enemy in order to use their full potentialities. (JP 1-02)

training and readiness oversight. The authority that combatant commanders may exercise over assigned Reserve Component (RC) forces when not on active duty or when on active duty for training. As a matter of Department of Defense policy, this authority includes: a. Providing guidance to Service component commanders on operational requirements and priorities to be addressed in Military Department training and readiness programs; b. Commenting on Service component program recommendations and budget requests; c. Coordinating and approving participation by assigned RC forces in joint exercises and other joint training when on active duty for training or performing inactive duty for training; d. Obtaining and reviewing readiness and inspection reports on assigned RC forces; and e. Coordinating and reviewing mobilization plans (including post-mobilization training activities and deployability validation procedures) developed for assigned RC forces. Also called TRO. (This term and

its definition are approved for inclusion in the next edition of JP 1-02.)

transient forces. Forces which pass or stage through, or base temporarily within, the operational area of another command but are not under its operational control. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

unified action. A broad generic term that describes the wide scope of actions (including the synchronization of activities with governmental and nongovernmental agencies) taking place within unified commands, subordinate unified commands, or joint task forces under the overall direction of the commanders of those commands. (JP 1-02)

Unified Action Armed Forces. A publication setting forth the policies, principles, doctrines, and functions governing the activities and performance of the Armed Forces of the United States when two or more Military Departments or Service elements thereof are acting together. Also called UNAAF. (JP 1-02)

unified command. A command with a broad continuing mission under a single commander and composed of significant assigned components of two or more Military Departments, and which is established and so designated by the President, through the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Also called unified combatant command. (JP 1-02)

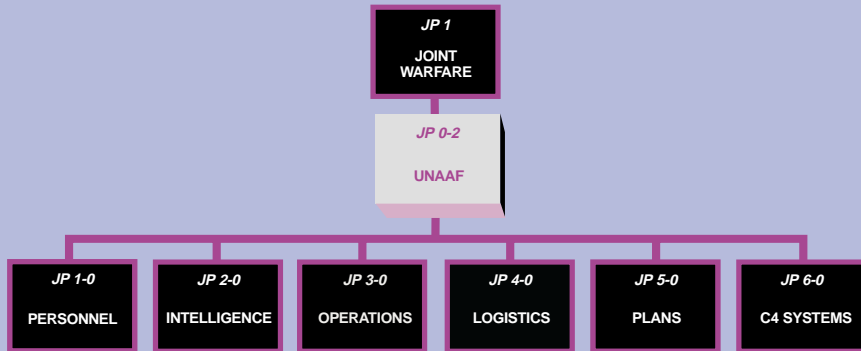
Unified Command Plan. The document, approved by the President, which sets forth basic guidance to all unified combatant commanders; establishes their missions,

responsibilities, and force structure; delineates the general geographical area of responsibility for geographic combatant commanders; and specifies functional responsibilities for functional combatant commanders. Also called UCP. (JP 1-02)

United States Armed Forces. Used to denote collectively only the regular components of the Army, Navy, Air Force, Marine Corps, and Coast Guard. See also Armed Forces of the United States. (JP 1-02)

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JOINT DOCTRINE PUBLICATIONS HIERARCHY



All joint doctrine and tactics, techniques, and procedures are organized into a comprehensive hierarchy as shown in the chart above. **Joint Publication (JP) 0-2** is in the **capstone** series of joint doctrine publications. The diagram below illustrates an overview of the development process:

